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ABSTRACT

Because of the importance of Comprehensive Employment and Training Act (CETA) and vocational education coordination at all levels, a number of research and development efforts aimed at improved coordination have been funded in recent years by the U.S. Department of Labor, the U.S. Office (now Department) of Education, and state agencies across the country. This report examines a selected group of six of these studies and attempts to extract from them the information items which best represent the ideas, the conclusions, and the recommendations they contain. The report is a synthesis of the selected studies, designed to provide CETA and vocational education policymakers and practitioners with information on the development of successful CETA/vocational education coordination. The report is organized in four chapters. Chapter 1 describes the objectives and approach of the study, names and describes the six studies selected for review, provides general observations on linking CETA and vocational education, and examines the overall conclusions of the selected studies. Chapter 2 of the report contains an analysis of state and local coordination of CETA and vocational education based on four of the selected studies. In Chapter 3, selected studies are reviewed in terms of the information they contain on successful CETA/vocational education planning and successful service delivery. Chapter 4 is addressed to those interested in the study approaches taken by the researchers; it summarizes the goal, methodology, and report contents for each selected study. Information on how to obtain each of the selected studies is included. (KC)

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CETA VOCATIONAL EDUCATION COORDINATION

Highlights of Selected Studies

JANUARY 1981

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CE 028 991

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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CHAPTER I. INTRODUCTION

Beginning with the introduction of large scale, federally-funded employment and training programs in the early 1960's, efforts have been made to coordinate the delivery of employment and training services at state and local levels. With the passage of the Comprehensive Employment and Training Act and the creation of the prime sponsor concept, coordination of service delivery became an essential element of both state and local program operation. And more recently, with the passage of the CETA Amendments of 1978, prime sponsor coordination with all other public agencies involved in employment and training service delivery has become a clearly stated requirement for program operation.

Publically-funded vocational education programs at secondary, post-secondary, and adult levels represent the primary sources of occupational preparation in most locales, and thus coordination of these programs with all other CETA-sponsored activities is a prime sponsor priority. For many prime sponsors, the involvement of vocational educators in the planning and delivery of CETA services has occurred with little or no difficulty. For others, unfortunately, the needed cooperation has been difficult to achieve; the barriers to successful coordination have run the gamut from legitimate program design problems to problems of mutual distrust and turf protection.

In a recently published report, Joseph Colmen and Gregory Wurzburg of the National Council on Employment Policy emphasized that a major need of those who seek strong coordination between the CETA and vocational education systems is greater access and exposure to ideas and models:

> ...the fundamental changes toward progress in coordination require time and patience. More precisely, they require subtle but constant pressure in the form of advocacy for change--from inside and outside the education community--and steady access and exposure to innovative education programs and administrative models that appear effective with regard to employment objectives.(1)

OBJECTIVES AND APPROACH

Because of the importance of CETA and vocational education coordination at all levels, a number of research and development efforts aimed at improved coordination have been funded in recent years by the U.S. Department of Labor, the U.S. Office (now Department) of Education, and state agencies across the country. This report examines a selected group of these studies and attempts to extract from them the information items which best represent the ideas, the conclusions, and the recommendations they contain. The report is basically a synthesis of the selected studies, designed to provide CETA and vocational education policymakers

and practitioners with information on the development of successful CETA/voc ed linkages and the status of CETA/voc ed coordination as viewed by the researchers. Indeed, the report itself is designed to contribute to the development of successful system linkages by describing and analyzing the present state of knowledge of linkages, by distilling information from the research that can be applied to current coordination efforts, and by suggesting directions for further research and action in this area.

Only recent and relatively large scale studies of coordination were examined for this report. In searching for studies to include, U.S. Conference of Mayors' staff examined a number of employment/training/education bibliographies, contacted CETA Supervisors in State Departments of Education and Governors' Special Grant Directors in all fifty states to request assistance in identifying relevant studies, requested information on studies through the Conference of Mayors' bimonthly CETA/Vocational Education Exchange newsletter, and made personal inquiries of a number of other potential sources of information, including officials of the Departments of Labor and Education, other public interest groups, universities, and research organizations.

Six studies were selected for review and analysis. Each was published in calendar year 1979 or 1980. The studies chosen involved primary research and contained information judged by staff to be of general interest and value to CETA and vocational education policymakers and practitioners concerned with coordination. While efforts were made to identify all studies of relevance, it is likely that some studies were not located by or presented to Conference staff. Many studies identified were underway with no published results available in time for inclusion in this report.

STUDIES SELECTED FOR REVIEW

Of the six studies of CETA/vocational education coordination selected for inclusion in this report, three may be described as national studies in that they examined some aspects of coordination nationwide:

- Conserva, Inc., a consulting organization located in Raleigh, North Carolina, examined 111 coordinated programs which were nominated by a group of professionals familiar with the CETA and vocational education systems. A three-volume state-of-the-art report was funded by the U.S. Office of Education and published in January, 1980.(2)

- The Middle Cities Education Association surveyed state and local CETA and vocational education personnel in 50 states and the territories as part of a longitudinal study designed to determine the effects of the 1976 Vocational Education Amendments on postsecondary CETA/voc ed linkage efforts. A final report describing effects on linkages at federal, state, and local levels was published in March,

1979.(3)

- The U.S. Conference of Mayors used information obtained from 50 prime sponsors to analyze the arrangements they had made to include vocational educators in the CETA planning process, the role of public vocational educators in CETA service delivery, and the arrangements and procedures that had been followed to deliver vocational education services to CETA trainees. Published in November, 1979, the Conference report also described previous surveys of prime sponsors in order to provide a basis for measurement of progress in coordination. (4)

Three studies addressed CETA/vocational education coordination at the state level:

- A five-volume report on linkages in Illinois, based on extensive interviews with local CETA/vocational education staff, was published under the direction of Dr. Paul Sultan of Southern Illinois University-Edwardsville.(5)

- A study of CETA/vocational education coordination in Kentucky, based on several data-gathering techniques, was reported by Carl F. Lamar and Devert J. Owens of the University of Kentucky in Lexington.(6)

- The National Association of State Boards of Education studied academic credit for work experience in Maryland, administrative issues in CETA-education cooperation in Minnesota, and educational components of CETA in Louisiana, and described the results in a five-volume report.(7)

Information on specific state coordination efforts is also found in two of the national studies:

- The Middle States Education Association study contained analyses of coordination in Michigan, Texas, and New Jersey.

- The U.S. Conference of Mayors study included case studies of coordination in California and Minnesota (as well as case studies of prime sponsor/voc ed coordination at the local level).

Figure 1 on the following page summarizes the scope and methodology of each of the studies examined in this report.

FIGURE 1: SUMMARY OF RESEARCH ON COORDINATION REVIEWED IN SYNTHESIS

AUTHOR AND NAME OF STUDY	FOCUS	METHODS	AREAS STUDIED	FUNDING SOURCE
Conserva, Inc., private consulting firm in Raleigh, NC: Case Studies of Vocational Education-CETA Coordination; vol. 2: Mechanisms for Vocational Education-CETA Coordination; vol. 3: The Context of Vocational Education-CETA Coordination, 3 vol., January, 1980.	111 "exemplary" programs throughout the nation.	Exemplary programs were nominated by those knowledgeable about CETA and vocational education and then examined and described.	Administrative affairs; outreach, assessment, counseling, and supportive services; non-skills oriented training; institutional occupational skills training; work experience and and on-the-job training; and placement. Also contains historical development of vocational education and CETA systems.	U.S. Office of Education
Middle Cities Education Association, A Project to Describe and Evaluate the Impact of the 1976 VEAs Upon CETA-Post-Secondary Vocational Programs and Organizational Linkages, 1 vol., March, 1979.	Federal, state, and local coordination structures and activities; local focus examines coordination in New Jersey, Texas, and Michigan.	Personal interviews with DOL and OE staff involved in coordination; mail survey of CETA and education state-level staff; and mail survey of CETA/voc ed staff in New Jersey, Texas, and in Michigan. Major goal was to determine effect of VEAs of 1976 on coordination.	Structural arrangements for coordination; attitudes of CETA and voc ed personnel at federal, state, and local level about linkages, especially the impact of the 1976 VEAs.	Department of Labor
U.S. Conference of Mayors, CETA-Vocational Education Coordination: A Status Report, 1 vol., November, 1979.	National survey of random sample of prime sponsors and of state level CETA supervisors in state departments of education.	Mail questionnaire to random sample of prime sponsors throughout the country; mail survey of all state-level CETA supervisors in state departments of education; and selected site visits.	Structural arrangements and attitudes about major aspects of CETA/voc ed cooperation, especially in the areas of planning, service delivery, and agreements. Five case studies of two state departments of education and three prime sponsors include information on structure and activities of the programs, and factors that contribute to their success.	Department of Labor

Figure 1 is continued on the next page.

FIGURE 1 (continued): SUMMARY OF RESEARCH ON COORDINATION REVIEWED IN SYNTHESIS

Paul Sultan, Southern Illinois University, CETA Linkages in Illinois: A State of the Art Analysis, 5 volumes and an executive summary, September, 1979.	CETA/voc ed local coordination in Illinois.	Intensive 6-hour interviews at 250 sites with local CETA and vocational education staff.	Comprehensive information on structures developed for coordination, attitudes about various aspects of coordination, and linkage activities, especially collaborative agreements developed by prime sponsors and balance of state offices.	State of Illinois, Governors Office of Manpower and Human Development
Carl F. Lamar and Devert M. Owens, University of Kentucky, A Study of CETA/Vocational Education Coordination, Cooperation, and Collaboration in Kentucky, 1 volume, June, 1980.	CETA/voc linkages in Kentucky.	Two mail surveys of CETA and voc ed personnel in the state; government documents; secondary sources. One of two surveys developed from extensive meetings throughout the state.	Issues, concerns, problems, and barriers to effective coordination in such areas as administration, funding, planning, curriculum, specialized support services, facilities, coordination, and implementation.	State of Kentucky, State Dept. for Human Resources and the State Department of Education
National Association of State Boards of Education, Washington, DC, CETA-Education Collaboration Issues in Three States, vol. 1; vol. 2: Educational Governance and Youth Employment Issues, plus one report for each of the three states, 1979.	Major focus: 3 states of Louisiana, Minnesota, and Maryland.	Task force in each state examined problems of CETA-voc ed coordination in specific issue areas, identified solutions and developed strategies to realize solutions.	Educational components of CETA programs in Louisiana; academic credit for work experience in Maryland; and administrative issues in coordination in Minnesota.	DOL

GENERAL OBSERVATIONS ON LINKING CETA AND VOCATIONAL EDUCATION

When it enacted the 1978 CETA Amendments, the Congress of the United States called for the "maximum feasible coordination of plans, programs, and activities under this Act with economic development, community development, and related activities, such as vocational education, vocational rehabilitation, public assistance, self-employment training, and social service programs."(8)

What kinds of activities does maximum feasible coordination entail? According to Robert Agranoff and Alex Pattakos of Northern Illinois University, agency linkages between autonomous systems involve a wide range of cooperative activities and vary in terms of the level of commitment to coordination effort, the level of autonomy from the parent system, activities in which coordination occurs, and other factors. Whatever their nature, however, program linkages "mean working toward a system with such components as systemwide needs identification, a governance structure, establishing working procedures between agencies and other necessary functions."(9)

Two of the studies reviewed in this report--Conserva and Kentucky--present detailed discussions of the CETA and the vocational education systems, including a history of their development, their institutional structure, and their capacity to provide services to disadvantaged youth. The Conserva effort focuses on "major historical forces that have influenced the present state of coordination," including a discussion of the socio-economic forces in the eighteenth and nineteenth centuries that helped to shape American needs for manpower, and the introduction of the concept of training for work in the public school system.(10) The report also describes the "institutional structure of vocational education and the capability of that structure to align itself with CETA in the provision of services to disadvantaged youth."(11)

The study of coordination in Kentucky by Lamar and Owens traces the evolution of manpower development programs and the vocational education system in this country.(12) It also discusses the CETA and vocational education programs in terms of their nature and purpose, organization and administration, financial provisions, and target groups. The authors suggest that an understanding of both similarities and differences between the two systems is necessary in determining the effectiveness of the two programs. Differences, or sources of friction, between CETA and vocational education include the following:

- CETA's emphasis is overwhelmingly on the disadvantaged, while vocational education must serve a broader population.
- CETA has no institutional base and has stronger federal control. Vocational education is institution-based and is administered mostly at the state and local levels, from which the bulk of its funds come.
- CETA is more open to community-based groups and elected

officials, while vocational education is more open to industry and local educational agencies.

- CETA personnel tend to be younger than vocational educators in equivalent positions, and they are more likely to belong to minority groups. On the whole, they are less trained but more flexible than vocational educators.(13)

Lamar and Owens argue, however, that, "When one analyzes the merits of CETA and vocational education it becomes quite evident that they both stand to gain a great deal by meshing their resources and services through a strong coordinated effort." They stress that vocational education has a great deal to offer and a great deal to learn from working with CETA, and that CETA can benefit immeasurably from utilizing the expertise and services of vocational education, which can link a person having basic skills with the resources of public education and the job market.(14)

Barriers to Coordination

Several research efforts have examined barriers to coordination that are functions of the characteristics of the two systems. Major barriers identified include a lack of communication and mutual lack of understanding of CETA and vocational programs, different funding cycles, philosophical differences, and turf protection.

The initial work of the three state task forces in the National Association of State Boards of Education project involved the identification of problems between CETA and vocational education. Louisiana task force members noted CETA/voc ed communication difficulties at state and local levels, lack of knowledge about whom to contact for assistance on linkages, concern about the duplication of programs, and lack of understanding of how CETA funds flow from the federal government to various agencies in the state.(15)

The Maryland task force identified such barriers to program development and implementation as a lack of communication between local educational agencies and CETA, faulty perceptions of each other's programs, differences in funding cycles, reservations among educators about the concept of work experience itself, and difficulties of gaining necessary assistance from the state personnel on various issues.(16)

As they began their examination of administrative problems in CETA/vocational education coordination, the Minnesota task force identified a number of factors that impede coordination, including:

- differences in philosophy, attitudes, information, and commitment toward coordination within the CETA and vocational education systems;

- lack of consensus and poor communication between prime sponsors and local education agencies on issues such as eligible populations to be served, quality versus equity, and adequate performance criteria to discourage selective participants from the programs; and

- differences in geographic boundaries between the two systems and the resulting difficulties.(17)

The Minnesota task force members felt that these barriers seemed to arise from the lack of a joint planning process, the lack of an understanding of each other's systems, problems of implementation of linkages, funding difficulties, unclear training responsibilities, inconsistent interpretation of regulations and requirements, and other difficulties.(18)

Similarly, the U.S. Conference of Mayors report and the research effort by Dr. Paul Sultan in Illinois suggest other sources of coordination hindrances. Both studies, however, stress that the majority of their respondents stressed that linkages were going well, despite the indication of barriers to and problems in coordination. Sultan emphasizes:

> As a rough generalization...two thirds of the respondents were pleased with their linkages. But ninety-five percent offered commentaries on the need for improvement. Thus, while we were attentive to criticism as a foundation for program improvement, these criticisms should not be pulled out of context. As emphasized above, there are very strong loyalties to programs and the "connections" that make them work. It is a safe generalization that the intensity of criticism is a direct byproduct of the intensity of the caring attitudes of respondents....it was because the respondents appeared as "true believers" that they shared--with some intensity--their views on how the system could be improved.(19)

In summarizing attitudinal impediments to linkages, presented in terms of the views of school administrators, faculty members, school board members, and others, Sultan cautions that, "a quick scan of that list may well encourage the view that the CETA system is rattling apart, or close to complete collapse. Again, we remind readers that the list is offered in the context of improving linkages that were often seen as working quite well."(20)

The Minnesota task force involved in the NASBE study tempered its observations on barriers with the following:

> CETA agencies and LEAs actually have a great deal in common. Both are more or less autonomous. CETA philosophy is grounded in the belief that localized representatives best know how to serve local needs with federal funds. Educational agencies, for their part, have always been founded upon an established system of strong local control. Also, both CETA representatives and educators realize that the immense social/educational needs of their participants/students will always require more resources and time than is available. So both groups are accustomed to improvisation and imaginative shortcutting, and any possible commiseration that might come from recognizing this can be a strong unifying point in a co-sponsored project.(21)

OVERALL CONCLUSIONS OF SELECTED STUDIES

As a group, the studies selected for review in this report indicate that coordination between CETA and vocational education is improving. Progress toward stronger linkages between programs throughout the country appears to be the result of several factors, including the mandate from Congress and the energy, dedication, and resourcefulness of CETA and vocational education administrators who are forging good working relationships. Major conclusions regarding coordination may be summarized as follows:

- The Conserva study points out that the legislation calling for CETA/voc ed coordination has been a central and, in many instances, the key factor in the establishment of coordination. The Conserva researchers were able, however, to identify and describe exemplary programs which they suggest demonstrate a long-term commitment to providing coordinated services to target groups that goes far beyond the Congressional mandate.

  The report concludes, "It is apparent that a working relationship between vocational education and CETA has been evidenced under Title IV [the CETA program studied by Conserva]. In addition to creating linkages at the local level between education and CETA, Title IV has renewed a bond between vocational education and prime sponsors and reaffirmed their mutual purpose to prepare youth for the world of work."(22) The Conserva report calls for increased technical assistance and training at the local level in order to sustain coordination efforts already set in motion.

- The Middle Cities Education Association study concluded that "the level of coordination between CETA and vocational education has increased since the Vocational Education Amendments of 1976 were enacted."(23) The Association found that coordination at the state level appeared to have improved substantially, as evidenced by an increase in formal communication, collaboration on the formulation of state plans, and an increase in interlocking memberships on state level boards and councils. At the local level, however, the Association concluded that there have been "only minor indications of improved coordination or the perception of improved coordination." The authors described federal level coordination as "poor," and suggested that this has a negative impact upon the entire system. Finally, the report noted that the major factor in coordination at any level is the "degree to which personalities and personal relationships promote the crossing of organizational lines" and called for greater understanding of how this occurs in order to institutionalize good personal relationships.(24)

- The Conference of Mayors study concluded that, "Progress has been made in CETA/vocational education coordination."(25) In comparing the FY78 survey information with earlier Conference studies of

coordination in fiscal years 1975 and 1976, the Conference report found that "vocational education was more heavily represented in CETA planning during FY78, that larger percentages of Title I funds were used to purchase vocational services in FY78, and that working relationships between CETA and vocational education personnel continued to improve, while basic problems and differences between CETA and vocational education were seen as less serious."(26)

The Conference study also points out that perceptions of barriers to coordination may have changed. In the study of FY76 coordination, prime sponsors had indicated that turf protection and philosophical differences were the most serious problems affecting linkages. These were not mentioned frequently in the FY78 survey; rather, a high percentage of prime sponsors who reported successful linkages cited good personal relationships, dedication of vocational educators on planning councils, and the acknowledgement of common goals as significant reasons for success. (27)

- The examination of linkages in Illinois by Dr. Paul Sultan concluded that the CETA program is working well: "Program providers are dedicated to their craft, believe in what they are doing, and are proud of their efforts."(28) The report also noted that because of the great diversity in the CETA system, the ways of dealing with problems and difficulties in coordination must also be diverse and tailored to particular situations. Sultan found that respondents criticized anything that distracted or diverted their attention from their client support or participant services; he emphasizes, however, that one should examine criticisms and problems identified as indicative of the strength of the system and the commitment of CETA and voc ed administrators to improving it. The report also concludes with the observation and admonition: "The actors within the CETA system are long overdue for attention, for recognition, and for justified praise. The system is staffed by persons of good will, each trying to do a good job. The feedback they receive, however, concentrates exclusively on the negative. The system seems to have its own unique capacity for generating anxiety."(29)

- The study of Kentucky coordination by Carl Lamar and Devert Owens offered the major conclusion that the problems between CETA and vocational education in coordinating their resources to serve clients have been largely due to "insufficient communication, inadequate understanding of each other's program, philosophical differences, turf protection, and inadequate linkages resulting in uncoordinated planning, and limited use of advisory groups."(30) The report thus suggested that more attention to the organizational structure of coordination will strengthen linkages through better communication, more appropriate inservice training, and increased dialogue. The authors also called for more direction and guidance at the state and local levels in the form of explicit and clear policies, memorandums of agreement, and procedural guides in order to help everyone gain "a proper sense of direction

and commitment toward coordination activities between CETA and vocational education."(31)

- The National Association of State Boards of Education concluded that the specific task forces established in individual states were able to utilize effectively a systematic approach to the identification of barriers to coordination, to produce helpful resource manuals and materials, and thus proceed to the solution of coordination problems. The NASBE researchers also pointed out that the establishment and implementation of a task force to focus upon a specific coordination issue can be of great help not only to those affected directly but also to those tackling coordination issues in other states.

ORGANIZATION OF THIS REPORT

Following in this report are highlights of the contents of the selected studies of CETA/voc ed coordination.

Chapter II of the report contains an analysis of state and local coordination of CETA and vocational education based on four of the selected studies.

In Chapter III, selected studies are reviewed in terms of the information they contain on successful CETA/voc ed planning and successful service delivery.

Chapter IV is addressed to those interested in the study approaches taken by the researchers; it summarizes the goal, methodology, and report contents for each selected study.

CHAPTER II. STATUS OF STATE AND LOCAL COORDINATION

A review of the four national or multi-state studies of CETA/vocational education coordination, introduced in the preceding chapter, yields a number of insights into the status of coordination efforts at both state and local levels, and a number of suggestions for improvements of the coordination process.

COORDINATION AT THE STATE LEVEL

Conference of Mayors Study

One element of the Conference of Mayors study of CETA/vocational education coordination involved contact with the individuals responsible for CETA/voc ed coordination within each state department of education. These CETA state supervisors were asked to provide information on their approaches to coordinating vocational education with CETA, on the effectiveness of their approaches, and on the factors contributing to the success or failure of their efforts. Thirty-four supervisors responded to the information request; their responses reflected the following:

- Thirty-one states (91 percent of those reporting) indicated that they had vocational education staff members who were responsible for working with CETA on a full-time basis.

- Numbers of vocational education professionals involved with CETA programs at the state level varied considerably from state to state, from one to as many as ten.

- More than half the state personnel responding (19 of the 34, or 56 percent) indicated that they thought the CETA-legislated process for planning and expending the Governor's five percent supplemental vocational education funds had operated smoothly in their states; about 35 percent, or 12 of the supervisors, indicated that the process had not operated smoothly.(1)

Supervisors suggested that the following factors contributed to the smooth administration of the governor's five percent funds in their states:

- Effective coordination and communication among the agencies involved in the funding process--the governor's office, the prime sponsor, the local vocational education program, and the relevant vocational education unit within the state education agency;

- Development of clear and precise nonfinancial agreements with prime sponsors within the state;
- Ability of CETA/vocational education coordination unit to provide technical assistance to prime sponsors;
- Staff size and time availability sufficient to permit CETA/vocational education personnel to work with each prime sponsor and each vocational institution in the state;
- Effective local planning of CETA/vocational education linkages; and
- Mutual respect and trust demonstrated by CETA and vocational education personnel.(2)

State supervisors also pinpointed impediments to the smooth administration of funds. Over half suggested that the flow of funds through the governor's office causes problems--the general administrative problems associated with transferring funds from one state office to another, the failure of the governor's office to pass all funds through to the appropriate vocational education unit, lack of knowledge about education and employment issues by members of the governor's staff, and inappropriate involvement of the governor's office in decisions about vocational education programs.

The Conference study points out that, "From the perspective of many state vocational educators, therefore, the design of the governor's grant process created problems in the administration and targeting of the five percent supplemental funds. There was evidence of strained relationships between governor's grant offices and state vocational education staff."(3)

The 34 supervisors providing information for the Conference of Mayors study described their coordination roles and their approaches to coordination on a number of dimensions:

- Over half of the states submitting information to the CETA/Vocational Education program at the Conference indicated that written procedures existed to cover working relationships between state CETA supervisors and the agencies and programs with which they interact on a routine basis, such as governors' offices, prime sponsors, and local vocational education programs. Fifty-three percent of the states had written procedures covering relationships with the governor's office, 56 percent had written procedures covering prime sponsor relationships, and 56 percent had written procedures covering relationships with local vocational education programs. The Conference study observes that, "The existence of written procedures covering working relationships between agencies or programs may reflect the fact that efforts have been made by those agencies or programs to define their responsibilities and to seek consistency in their dealings with one another."(4)

- The state supervisors indicated that on the average they spend about 44 percent of their time on local vocational education programs, 27 percent on relationships with prime sponsors, 16 percent on issues involving the governor's office, and 10 percent with other agencies. "The information on time allocations provided by state CETA supervisors illustrated that their efforts focused, first, on local vocational education programs and, second, on CETA prime sponsors. On the average, over 70 percent of the supervisors' time was devoted to working with these two groups."(5)

- About two-thirds of the state supervisors felt that their responsibilities extended beyond the administration of (old) Title I, Section 112, funds. Examples of this expanded concept of role included assistance to prime sponsors and local vocational programs in implementing other CETA titles, such as the youth programs; involvement of state vocational education staff in reviews of CETA projects to prevent duplication of services; development and regular updating of a CETA/vocational education procedure and policy manual, provided to every prime sponsor in the state; applying the full range of vocational education staff expertise to improving CETA prime sponsor programs, including making specialists in basic education, curriculum, and research available to the prime sponsors; and ensuring vocational education representation in joint CETA/vocational education planning and administration on a continuing basis. Ten of the state CETA supervisors reported that they did not go beyond the coordination activities outlined in the legislation and regulations; seven of these did not believe it was necessary to do so.(6)

- More than 76 percent of the state supervisors indicated that they had developed their own special application and/or reporting forms to be used by prime sponsors and vocational education programs. They clearly viewed follow-up and monitoring of CETA/vocational education activities in their states as part of their responsibility. Ninety-four percent (32 of the 34 responding) engaged in followup or monitoring of vocational education activities covered by their agreements.(7)

- Three-fourths of the state supervisors felt that the (then) recently-passed CETA Amendments could improve coordination. (Two supervisors who said that coordination could not be improved emphasized that it could not be better because it was already excellent.)

The supervisors who felt that the new CETA legislation would not improve CETA/vocational education cooperation cited such reasors as unrealistic time frames, proliferation of paperwork, involvement of too many nonvocational

educators in the process, basic attitudinal problems that could not be remedied, and increased limitations and restrictions in the new legislation. The Conference study observed that, "While some state CETA supervisors had adopted a 'wait and see' attitude toward the new legislation, this appeared to be accomplished by a feeling of optimism and a willingness to continue to work closely with CETA in the states."(8)

Two Case Studies of Coordination. The Conference of Mayors study included two examples of state-level coordination of CETA and vocational education. Minnesota and California were selected for case study because they "offered sound approaches to the distribution and utilization of the Governor's special grant funds: the five percent (now six percent) supplemental vocational education funds." Both the Minnesota and the California Departments of Education had developed relationships with prime sponsors that appeared to allow local flexibility in coordinating CETA and regular vocational education programs.

In Minnesota, important factors contributing to effectiveness were reported to be:

- A tradition of quality education in the state and a willingness to provide the funds to maintain that quality;
- A Special Programs Office of the Department of Education, which had been established before the enactment of CETA legislation and which was experienced in delivering services to CETA-type participants;
- Establishment of a separate unit devoted exclusively to the encouragement of CETA/vocational education agency linkages;
- Willingness of the Department of Education to allow prime sponsors to look outside the public school system for services to be supported with special grant funds;
- Willingness of the Special Programs Office to provide assistance at no additional cost to prime sponsors that wanted to purchase training services with their own (prime sponsor) funds.(9)

Factors that seemed important to the effectiveness of the California Department of Education efforts included:

- The state's willingness to develop quality training programs, demonstrated not only by state legislation but also by the strong efforts of the Department's Manpower Education Section;
- The development and dissemination of policies and procedures for using special grant funds before those funds were allocated;

- Development of a planning structure that encompassed the State CETA office, the Manpower Education Section, the community college system, and the Vocational Education Commission;

- As in Minnesota, the willingness of the Department to allow prime sponsors to use special grant funds for programs outside the public vocational education system; and

- The cooperative relationship established between the Manpower Education Section and prime sponsors, reflected by participation of MES members on CETA advisory boards and screening committees.(10)

Middle Cities Education Association Study

The Middle Cities Education Association research included both a national survey of state-level personnel involved in coordination, and an intensive examination of state and local relationships in New Jersey, Texas, and Michigan.

For the national survey, mail questionnaires were distributed in the summer of 1978 to state vocational directors, executive directors of State Manpower Services Councils, and executive directors of State Advisory Councils for Vocational Education in each of the fifty states and six territories. The study sought to obtain information on the attitudes of both state education personnel and other state officials responsible for employment and training. The survey solicited information on size of staff, frequency of meetings with counterparts in other areas, number of public meeting held, methods used for coordination with other agencies, categories of spending of (old) Section 112 funds, types of institutions that received Section 112 funding, employment status of persons enrolled in Section 112 programs, perceptions of the effect of the 1976 Vocational Education Amendments on coordination, and attitudes toward the extent of cooperation among agencies responsible for linkages.

The national survey suggested that there is "an affirmative state of coordination at the state level. It appears that the 1976 Vocational Education Amendments had some positive impact on coordinative linkages since responses indicated that the level of coordination had increased since implementation. Furthermore, the responses showed an increase in the variety of activities utilized since the implementation of the Amendments."(11)

The researchers warn, however, that, "While CETA-vocational education coordination may appear to be reasonably successful, the barriers to achieving more effective coordination are not at all clear or simple." They also point out that, "Apparently, the 1976 Vocational Education Amendments had greater impact on state level coordination than on prime sponsor-school district coordination."(12)

Coordination in Three States. The Middle Cities Education Association supplemented the information obtained from state personnel across the

fifty states and six territories with in-depth personal and telephone interviews in Michigan, Texas, and New Jersey. Contacts were made with those agencies in each state that appeared to be most affected by the passage of the 1976 Vocational Education Amendments. The individuals interviewed within these agencies were selected on the basis of their knowledge of CETA and vocational education programs.(13) The first set of interviews was conducted during the fall of 1977; the follow-up interviews were conducted in early winter, 1979. Areas covered included:

- organization and structure of state councils and agencies involved in CETA-vocational education coordination,
- coordination at the state level, and between the state and local levels;
- program linkages resulting from administration of the (old) section 112 supplemental vocational education program;
- perceptions of the impact of the 1976 Vocational Education Amendments on coordination; and
- coordination that occurred beyond Section 112-inspired linkages, e.g., the Youth Employment and Demonstration Projects Act.

Data from the interviews led the Middle Cities Education Association researchers to conclude that "coordination, or at least the perception of it, has improved substantially during the period of the study."(14) The authors also concluded that informal as well as formal interactions had increased at the state level, that collaboration on the formulation of state plans had increased in quantity and improved in quality, that interlocking memberships on state level boards and councils (such as the State Employment and Training Services Councils and the State Advisory Councils on Vocational Education) had increased, that the number of joint conferences appeared to have increased, and that, the "1976 Vocational Education Amendments are, by themselves, a significant cause of the increased coordination at the state level."(15)

National Association of State Boards of Education Study

Academic credit for work experience, administrative requirements of CETA, and educational requirements of CETA/YEDPA programs--three principal issues that can be addressed at the state level--were selected for study by the National Association of State Boards of Education (NASBE). NASBE's project advisory committee chose three states to participate in the study, one state for each issue area, "based on evident interest and need": Louisiana, for an examination of educational components of CETA; Maryland, for an examination of academic credit for work experience; and Minnesota, for a look at administrative issues that arise in coordination.(16)

Each state began its involvement in the study by establishing a task force composed of representatives of both the education and the employment and training communities. Members included representatives of the governor's office, the State Board of Education, the State Department of Edu-

cation, the State Employment and Training Services Council, CETA prime sponsors, local school boards, and local school districts.

Each state's task force used a systematic approach to its area of study, as suggested by NASBE. Basic steps included problem identification, goal setting, establishment of time lines, determination of information needs, gaining constituency input, writing progress reports and policy drafts, revision of drafts, adoption of policy, and monitoring and evaluation of efforts.

The three state studies are of value to the policymaker and to the practitioner. Each serves as an example of how persons involved in CETA/vocational education coordination identified problems, determined how they would attack the problems, and then proceeded to develop solutions. They are valuable as examples of problem-solving techniques, especially for state staff concerned with the issues which were studied. As the authors of the Maryland case study on academic credit for work experience note, their study should "provide the basis for activities with remaining school districts [those that had not yet resolved the issue of credit] to increase their interest in the area of awarding credit, the available mechanisms, and programs worthy of credit, and...provide information on experiences and recommendations of LEAs and CETA prime sponsors which may help improve LEA-CETA relationships in other states."(17)

COORDINATION AT THE LOCAL LEVEL

Conserva Study

The research performed by Conserva, Inc., was based on the identification and analysis of 111 "exemplary" YEDPA programs which brought CETA and vocational education agencies together in successful coordination efforts. Based on the analysis of the 111 programs, the Conserva researchers were able to summarize the coordination mechanisms they had observed and group them into six functional areas. Each of the functional areas, listed below, contains standards or criteria believed to be central to the concept of successful coordination:(18)

I. Administrative Affairs

- Coordination of both planning and evaluation activities is done in order to ensure the most effective utilization of resources to meet needs of YEDPA participants.
- Well-defined policies guide coordination efforts.
- Technical assistance that facilitates coordination is provided.
- Efforts are made to ensure that vocational education

programs are responsive to the special needs of YEDPA participants.

- Both the use of funds and the activities of administrators contribute to coordination efforts.

II. Outreach, Assessment, Counseling, and Supportive Services

- Outreach activities of vocational education services seek to identify disadvantaged youth most likely to have difficulties in making the transition from school to work and to benefit from available programs.

- Intake procedures of vocational education attempt to make decisions about participants for YEDPA programs based upon a systematic, complete diagnosis of their needs.

- Ongoing activities of vocational programs are individual assessment, counseling and guidance, and provision to participants of current and reliable information on the labor market.

- As they proceed in the vocational program, participants have an opportunity to receive a full range of supportive services provided by other community and public agencies.

III. Non-Skills-Oriented Training

- YEDPA participants who lack the ability to complete training or to obtain jobs receive remedial education.

- Both before and after vocational skills training, participants receive occupational orientation to equip them for the world of work.

- Pre-vocational programs are designed to meet the special needs of YEPDA-eligible youth.

IV. Institutional Occupational Skills Training

- Vocational education programs are flexible enough to ensure that they adapt to the various needs of YEDPA participants.

- The curriculum emphasizes occupational survival skills for YEDPA participants.

- Both before and after training, YEDPA participants are evaluated in terms of their occupational skills through formalized procedures. Results of the evaluation before the students enters the program are used to tailor the program to individual strengths and weaknesses.

V. Work Experience and On-the-Job Training

- YEDPA participants have the opportunity to participate in meaningful work experience programs, based upon their educational and career goals.
- The student may earn academic credit for work experience.
- Integral to vocational education programs is the opportunity for well-supervised on-the-job training.

VI. Placement

- Direct placement is a vocational education service provided eligible YEDPA participants, and follow-up services attempt to encourage improved work relationships between employers and youth.
- Vocational education professionals are involved in job develoment efforts in order to obtain unsubsidized employment opportunities for YEDPA participants; they also work with employers who are providing jobs for youth by assisting in job re-structuring activities and development of new jobs.
- Vocational education programs assess community needs to identify potential employment opportunities, seek to create job opportunities through cooperation with industry, provide management assistance to small businesses in the hope of expanding job opportunities, and orient programs to development of entrepreneurial skills.

The Conserva standards stress joint planning and evaluation activities by CETA and vocational education personnel. They suggest that well-defined policies ensure strong cooperation and emphasize the need to involve vocational education in developing processes that meet the needs of YEDPA participants. The standards call for careful attention to the needs of participants through provision of services before they enter and after they leave the program, through cooperation with private industry and others in the community to ensure maximum job opportunities for students once they complete their training, and through tailoring of vocational programs to needs. Both policymakers and practitioners may wish to use the above checklist and the more extensive list in the Conserva report to assess current programs.

The second volume of the three-volume Conserva study contains the set of standards listed above and also sets forth examples of coordination activities. (See Figure 4, p. 46) The examples are simply listed by activity and do not include the names of the programs engaged in the activities, diminishing somewhat the utility of the examples for the practitioner who may want to follow up on an example with a call to the program.

Conference of Mayors Study

As part of the overall Conference of Mayors study of coordination, three case studies of local prime sponsor/vocational education relationships were prepared together with the two case studies of state level coordination described earlier in this chapter. The purposes and the limitations of the case studies were clearly described in the Conference report: "The descriptions of the five approaches are intended to stimulate coordination ideas; they are not necessarily intended to serve as the basis for replication of the approaches elsewhere. Indeed, the concept of replicability is questionable in the context of CETA/vocational education linkages because of the basic environmental and structural differences that exist among state and local governments."(19)

The Durham Employment and Training Office in Durham, North Carolina, was selected for inclusion in the Conference report because of the strong cooperative relationship that had been developed with the Durham Technical Institute, a part of the state community college system. The DTI provides all classroom training for the Durham prime sponsor. Because of the success of the relationship with the DTI, the prime sponsor receives a much larger share of the governor's special grant for vocational education than it would receive through the standard formula allocation process. When the Conference report was published, the Durham prime sponsor and the DTI were developing their FY 1980 preapprenticeship training program. The elements of this program characterize the relationship that exists in Durham:

- The prime sponsor and DTI have divided responsibility according to the expertise of the two agencies. DTI has expertise in training; consequently, it has developed the curriculum, established performance standards and will implement the program. The prime sponsor has expertise in meeting the needs of CETA participants and so will select those best suited for the program and will provide the necessary counseling.

- Governor's grant funds will be utilized to provide the training for Title IIB participants. Prime sponsor funds will cover the cost of allowances and counseling. By using governor's grant funds exclusively for training, the prime sponsor maximizes the impact of these funds while simultaneously freeing its own money for additional activities.

- While the preapprenticeship training program will initially be limited to CETA participants, the plan is for eventual inclusion of other trainees. In this way, integration of CETA trainees with other students occurs when it is in the best interests of the CETA participants.

- All DTI CETA activities are handled by a CETA director employed by DTI. This centralizes communications and has provided an effective mechanism for the resolution of problems.(20)

The Bluegrass Employment and Training Program, a six-county consortium based in Lexington, Kentucky, was selected for the Conference report because of its successful relationship with a local vocational institute which supplies skill training for CETA clients in a variety of modes under the governor's special grant funds and under Title IIB. The Conference report contains the following appraisal of the relationship:

> The success of the BETP relationship with the vocational education institute is the result of the prime sponsor's recognition of the expertise of the vocational education institute in the area of skill training, combined with a recognition of the fact that CETA participants must be prepared educationally and attitudinally before they enter a vocational education program. Because of many personal and economic problems, CETA participants often have difficulty succeeding in a formal, structured educational setting. The prime sponsor believes that the vocational education system must not dilute its programs or lower its performance standards to increase the success rate of CETA participants; BETP recognizes that if standards are lowered, the trainees themselves are the losers. Consequently, the BETP utilizes its job preparation program to improve basic educational skills and prepare participants for the requirements of a job or job training environment. This division of responsibilities allows the vocational school to focus on doing what it is designed to do.(21)

The Hampden County Manpower Consortium, based in Springfield, Massachusetts, was included in the Conference report because it represented an approach to CETA/vocational education coordination that did not involve the exchange of funds. In 1979, the Mayor of Springfield established a Commission on Technical Education and Training to assess labor force needs and develop training programs in order to stimulate economic development. Responsibility for Commission work is shared by the Manpower Consortium and the Springfield Economic Development Corporation. The Commission determines training needs, outlines requirements for training programs, and identifies the appropriate agency to provide the training. Both training agencies and the business community are involved to help match training and skill needs. The Conference report summarizes the Hampden County approach as follows:

> The coordination of CETA and vocational education activities, as represented by the commission, is broadly based. Interestingly, coordination is achieved with relatively little purchasing of services. The consortium operates its own skill centers and even spends its portion of the governor's CETA vocational education grant within its own system.
>
> This fact has created no barrier to coordination since each of the training institutions in the area has identified its own training role. The consortium, because of its flexibility, can establish short-term training programs more quickly than can the other institutions. The vocational

education institutions operated through the local school systems, while not as responsive to immediate needs as the prime sponsor, can develop effective long-term training activities. The community college provides training opportunities of a more technical nature than those provided by the prime sponsor or the vocational education institutions.

By recognizing these role differences and coordinating their activities through the commission, the local training agencies have been able to minimize duplication while simultaneously responding to local labor needs and developing a community training approach with the potential to attract industry to the community. Through the commission, CETA and vocational education have clearly become integral parts of the community's economic development activity.(22)

CHAPTER III. FACTORS IN SUCCESSFUL CETA/VOCATIONAL EDUCATION PLANNING AND SERVICE DELIVERY

Successful coordination of CETA and vocational education programs at all levels must begin with joint planning. Whether initiated by the prime sponsor or the vocational administrator, joint planning is the essential first step in comprehensive service delivery. Research on CETA/vocational education coordination has included planning: the factors that should be taken into consideration by planners; the steps that should be followed; the information needed; and the attitudes of CETA and vocational education administrators toward their planning experiences. The research has also included examinations of the results of planning: the coordination of CETA and vocational education service delivery and the role of vocational education in CETA service delivery. Studies have examined the scope of vocational education involvement in CETA and the level of cooperation that has existed betweem CETA and voc ed administrators.

COORDINATION IN PLANNING

National Association of State Boards of Education Study

The CETA or vocational administrator looking for a highly readable, crisp, and down-to-earth guide to planning should turn to Planning Together: A Guide for CETA and Education Program Planners, developed by the Minnesota CETA/Education Task Force as part of research undertaken for the National Association of State Boards of Education. As the authors point out, "If you've already worked with joint projects, the booklet may seem overfamiliar at points but will function as a review of useful practices. If you're new to such forms of collaboration, the guide will introduce you to the fundamental concerns of planning and operation."(1)

The booklet begins with a discussion of the "planning prelude," noting that whenever two different philosophies and two pools of resources are applied to a single objective, attainment of that objective requires that "differences in the two systems be translated, understood and combined into shared strengths."

The guide suggests that planners help themselves by looking in the mirror at all stages of the project. They must ask themselves questions about identity and purpose, such as:

- Who are we? (establishment of identities, setting mutual acquaintanceship, noting talents and duties);

- Who needs our help? (finding target groups);
- How can we help them? (devising service strategies);
- What will we get out of it? (recognizing internal, secondary benefits);
- What do we already have? (materials, clients, and programs);
- What do we need additionally to serve our participants? (data and resources, the search for funds);
- How can we set this up? (designing a project or a basic ongoing relationship, drafting a linkage agreement); and
- How will we define success? (recording and evaluation)

Planning Together contains a discussion of the nature of cooperation, the time involved in joint planning, the identification of target groups, approaches to devising service strategies, budgeting considerations, discussion techniques for planners, the requirements for information, the process of synergizing, and the benefits of coordination. Included are suggestions that may be helpful to practitioners involved in the planning process:

- Both the educator and the CETA specialist should see their cooperative projects as covering the gaps between their traditional service areas.
- Cooperation needs a certain amount of centralized guidance to ensure that all facets have the undivided attention of at least one person.
- Keep the following phases of planning and administering in mind when you organize your project: 1) "Ignition" is the period of preliminary brainstorming, targeting and original research; 2) the nuts and bolts phase covers the tailoring of project details, such as academic credit, additional funding, learning space, and transportation agreements; 3) ongoing planning includes field trips, monitoring, and monthly or quarterly reports, based on continual record-keeping; and 4) follow-up planning includes final reports and evaluation.
- Careful research by both CETA and education staff on target groups will anticipate problems and avoid potential hangups over budgeting, resource allocation, participant eligibility, subcontracted services, and other activities. Use background sources such as Department of Labor statistics, national and state educational resource reports, statewide economic bulletins, and state, county, district, and city demographic and census data.

- After assessing the needs of your target groups, dream! What do your students/participants need to help them become successfully functioning workers? What are their immediate needs? Can your agency meet those needs? How? Can your counterpart agency meet those needs? How? Allow yourself latitude during this stage. Be free to devise programs that won t work; you might be able to make them work. Share your ideas; they may become the basis of your shared program. Your future programs at this point are limited only by your collective imaginations.

- Don't try to overload the capacities of your systems. There are two kinds of capacities: planning capacity consists of available partners, data, and time in the planning phase, and operational capacity includes the resources needed for operation of the program. Those who have already run successful CETA-LEA programs have found that they must first know what they have and what they can do. They survey their capacities well, and their programs are run efficiently and capably as a result.

Planning Together is not a detailed technical assistance guide but an introduction to linkages for those unfamiliar with the process, and a thoughtful checklist for practitioners already involved in coordinated efforts. Most readers will also want to consult the appendix, which contains samples of forms, worksheets, and agreements.

Conference of Mayors Study

The Conference of Mayors study of CETA and vocational education examined the views of prime sponsors on a number of coordination issues, including planning. Chapter II of the report describes the involvement and contribution of vocational educators in prime sponsor planning councils and in other prime sponsor planning mechanisms; CETA involvement in vocational education planning; sources of technical assistance for planning; and the prime sponsors' overall assessment of their planning efforts.(2)

The information reported includes the frequency of planning council meetings, types of vocational education institutions represented on the councils, and a discussion of how the primes perceive the contribution of vocational educators to their councils. All of the 50 prime sponsors involved in the Conference study reported some representation of public and private vocational education and training delivery on their planning councils; in fact, education and training delivery averaged 3.6 representatives per council. Almost four of five prime sponsors indicated that, in their opinion, public vocational education members on their planning councils represented the full range of public vocational education capability in their service areas.

With few exceptions, prime sponsors involved in the study provided the Conference of Mayors with examples of the types of vocational educa-

tion involvement in planning that had been experienced. Prime sponsors reported that vocational educators had been helpful in assessing occupational demand at local and regional levels, in providing information on their capabilities to train clients and place clients in demand occupations, and in numerous other ways. The Conference report lists several of the examples provided by the primes.

The majority of the prime sponsors (44 of 50) also indicated that needed planning and coordination information had been available from the vocational education representatives on their planning councils, and offered a variety of reasons for the responsiveness of the vocational educators to their needs. Most reasons involved successful personal relationships among vocational education and prime sponsor staff, knowledgeable vocational education representatives, and recognition of mutual needs and common goals of CETA and vocational education.

The Prime Sponsor Planning Council is the chief mechanism through which vocational educators are involved in CETA planning, but most prime sponsors involved in the Conference study (32 of 50) reported that they were involved with vocational educators in additional planning mechanisms aimed at comprehensive service delivery. Approximately the same number of primes reported that they had bee involved in some capacity in state or local vocational education planning. Examples of the additional planning mechanisms are listed in the Conference report.

Prime sponsors were about evenly divided in their assessments of the effectiveness of joint planning. Twenty-six of the 50 primes involved in the study believed that the elements of an effective, comprehensive CETA/vocational education planning system had been present in their approaches to planning; 18 felt that the elements of effective planning were not present; and 6 were unable to assess their approaches to planning.

The prime sponsors involved in the study indicated that central to comprehensive and effective planning were close working relationships and open channels of communication between CETA and vocational education personnel. Other important planning elements identified were:

- joint determination of goals;
- clearly defined tasks;
- on-going monitoring and evaluation of programs;
- planning based on current labor market information and on vocational education analyses of skills shortages and training needs;
- private sector involvement in vocational education programs;
- joint placement and participant follow-up activities; and
- joint review of proposals for training programs.

The Conference of Mayors examination of planning concludes: "Overall, the prime sponsor assessment of CETA/vocational education planning was positive in regard to both desire to coordinate and results of coordination. Prime sponsors dissatisfied with their past progress in comprehensive planning acknowledged their problems; several stated that they would like technical assistance and information to improve their planning efforts."

Middle Cities Education Association Study

Information on planning from the Middle Cities Education Association study is based on a survey of all CETA prime sponsors and vocational education directors of community colleges in Michigan, New Jersey, and Texas.(3) Although a few questions addressed personal perceptions, most of the survey data related to such structural issues as the size of prime sponsor planning councils, the number of vocational education representatives on councils, affiliation of the chairman of the council, and the extent of CETA representation on community college boards.

The Middle Cities study found that the planning councils of prime sponsors ranged from about ten to fifty members, with a mean of about twenty-three. County officials were more likely to chair the councils, which was "not surprising since the level of government most often associated with prime sponsors had been the county."

As required by the CETA legislation, a variety of groups were involved in the councils, including elected officials and representatives of community-based organizations, labor, business and industry, and education. Nearly half (47 percent) of the prime sponsors stated that they had added vocational education representatives to the councils in response to the 1976 Vocational Education Amendments; forty-eight percent responding said that they had had vocational education representation on their councils before the Amendments were passed. The survey results also indicated that approximately one-third of the councils sent CETA staff to serve on the boards of local community colleges and thus were involved in their planning efforts.

Illinois Study

The study of Illinois coordination by Paul Sultan offers insights into various aspects of planning, including the kinds of information prime sponsors and vocational educators feel they need for effective planning. CETA respondents emphasized the need for accurate, up-to-date demographic and local labor market information, as well as for additional data such as statistics on client availability. Many CETA administrators indicated that they needed more than the information they were receiving. A number of prime sponsors indicated their frustration with the lack of time for program planning. As one program agent observed:

> The problem is not the deficiencies in the data base. The

problem is the lack of time for program planning. The lead time is the same time frame we have for the preparation of budgets. This simply means that planning is done at the "gut" level. Planning, in fact, is done after the fact.(4)

Vocational educators also indicated that they needed more time for program planning. As Dr. Sultan notes, "The most important single criticism of the contracting process, if we define importance in terms of frequency of mention, was the inadequacy of lead time for the development of program proposals and the accountability of existing programs." Other problems frequently mentioned by vocational education staff were "too much paperwork" and "too much red tape." As one person interviewed pointed out, "The time constraints for the development and modification of programs are oppressive." In general, vocational educators lamented the heavy burden of paperwork and red tape, the rigidity or obscurity of regulations, and the limited time for program planning, with crash deadlines mandating hurried and patchwork plans for resource use.

Several vocational educators pointed out that the prime sponsor could be of more help by sending to them information on the CETA office and other related information. As one noted, "The CETA prime sponsor needs to send out information more quickly to delivery agents." Others suggested that in addition to more written communication from the local prime sponsor about expectations in planning and programs, the prime sponsor should also send out an organization chart with the names and telephone numbers of staff and a description of responsibilities and lines of communication within the office.(5)

Kentucky Study

In their final report on CETA/vocational education coordination in Kentucky, Carl Lamar and Devert Owens concluded that "the problems between CETA and vocational education in coordinating their resources to serve the disadvantaged have been largely due to insufficient communication, inadequate understanding of each other's program, philosophical differences, turf protection, and inadequate linkage resulting in uncoordinated planning and limited use of their advisory groups. In light of these obstacles, it is believed that attention needs to be given to the organizational structure so as to strengthen linkage between the two agencies through better communication, more appropriate in-service training, increased dialogue between the two agencies and their advisory groups.... More direction and guidance are needed at the state and local levels through established policies, rules and regulations, memorandums of agreement, and formulated procedure guides."(6)

Because many of the conclusions in the Lamar/Owens report relate to weaknesses in the planning process, many of the recommendations listed in the report relate to overcoming the weaknesses. Appendix F is specifically devoted to planning; it contains an outline of activities to be followed by those responsible for comprehensive planning to achieve CETA/vocational education coordination in Kentucky. The suggested outline contains 13 items:(7)

I. Rationale

Explore why coordination between CETA and vocational education should occur with such questions as, what should be accomplished by this action? What should be the role and functions of each agency that needs to interact in the planning process and implementation of the plan? How much incentive for coordinated planning is due to the legislative and governance element provided by the federal government? Attention should be given to the philosophical positions of the two agencies and to the benefits that should accrue to CETA clients served.

II. Establish Goals

What long-range outcomes are anticipated from this coordinated effort?

III. Identify Opportunities and Assess Needs

What opportunities for enhanced services to the economically disadvantaged, unemployed and underemployed population should be provided through coordination? What are the basic needs of the economically disadvantaged that should be addressed in this plan?

IV. Determine Capacities and Constraints

Make clear what each agency brings to a coordinated effort and make clear the limitations of each agency in the coordination effort. What are their constraints?

V. Specify Measurable Objectives

Formulate specific measurable objectives for each goal that has been established.

VI. Set Priorities

Determine the relative importance of your objectives.

VII. Generate Alternatives

Alternative solutions to problems should be identified.

VIII. Analyze Alternatives

Analyze the different alternatives in order to determine which will move the project closer to its goals and objectives.

IX. Select a Course of Action

Select a course of action that will yield the desired

results with the most economical use of the available resources.

X. Identify the Resource Requirements

The analysis of alternatives should reveal the resources needed for each alternative. When a given alternative has been selected, determine which agency shall be expected to provide the resources called for in the course of action selected.

XI. Prepare Implementation Considerations

This step should be based on the alternative selected and the resource requirements that are to be met by the two agencies involved.

XII. Formulate an Evaluation Plan

Both a formative and summative evaluation procedure should be developed and implemented. Formative evaluation pertains to the ongoing process of carrying out the coordination course of action. Summative evaluation pertains to the outcomes secured as a result of the coordination effort.

XIII. Design a Feedback and Updating Mechanism

A feedback and updating mechanism is essential to ensure that the plan of action is being implemented satisfactorily. It is also essential in making effective use of the findings of the formative and summative evaluations in striving to improve all aspects of the program.

Based upon identification of concerns and barriers to coordination expressed by respondents, the authors developed 54 separate recommendations for strengthening coordination in Kentucky. These recommendations stress the need for careful and clear articulation of coordination arrangements, frequent and open communication between CETA and vocational education staff, development of information needed to effect goals, and close coordination of activities. For example, in terms of structural solutions, the report suggests that:

- CETA and vocational education units that are expected to coordinate resources in planning and implementing CETA programs should be required to formulate memorandums of agreement that describe the responsibilities of each in detail. (Recommendation 3, p. 144)

- CETA and vocational education staff should develop a procedures guide containing clear and concise directions for planning, developing, and implementing joint programs and related supportive services. (Recommendation 4, p. 144)

- Coordinators should develop an operational handbook on CETA/vocational education coordination procedures. (Recommendation 5, p. 144)

- Regularly scheduled in-service training workshops should be prepared and conducted for CETA/vocational education staff to give them a better understanding of the other's program and how their programs relate to each other. (Recommendation 7, p. 144-145)

- Cross-representation of CETA and vocational educational personnel on the plannning and advisory councils of the two agencies should be established and maintained. (Recommendation 30, p. 148)

- Regular conference dates and times of meetings should be set to ensure systematic consultation between program operators and their advisors in the CETA/vocational education programs. (Recommendation 34, p. 149)

Recommendations of the report also attempt to address the major causes of impediments to coordination between the CETA and vocational education systems. Specific suggestions for dealing with these problems are the following:

- Those selected to serve on advisory boards for CETA and vocational education should be thoroughly briefed on the purpose, goals, and ojectives of the two programs regarding manpower training for the disadvantaged, and they should be given the opportunity to receive continuing inservice training. (Recommendation 10, p. 145)

- CETA personnel and area development district planners should receive appropriate inservice training regarding vocational education in order to enhance their understanding of its purposes, goals, and objectives. (Recommendation 11, p. 145)

The report emphasizes that CETA should intensively involve vocational education personnel for consultation, advice, and specialized supporting services in the areas of student selection and referral, program planning, student counseling, and program evaluation. Lamar and Owens also stress the need for adequate information as a basis for coordination activities, including a comprehensive needs assessment developed annually by vocational education and CETA for each prime sponsor area and for the state as a whole.

COORDINATION OF SERVICE DELIVERY

(The reader should note that in this section, CETA titles and sections referenced are those contained in the original Act, prior to the 1978 Amendments.)

Conference of Mayors Study

As part of the Conference of Mayors study of coordination, prime sponsors were asked for information on the role that vocational education actually played in the delivery of CETA services. Information was assembled on the types of CETA funds used to purchase vocational education, the services purchased with these funds, and the numbers of CETA participants served through vocational education. (8)

Of the 50 prime sponsors involved in the Conference study, 47 provided information on their FY78 vocational education funding patterns. Forty-two of these reported that they used five percent funds to purchase services from public vocational education programs. "Of major interest... was the extent to which prime sponsors had used Title I funds, beyond the Section 112 funds, to purchase public school system vocational services. Thirty-nine prime sponsors, or 83 percent of those providing financial information, indicated that Title I funds had been used for this."

Twenty-six prime sponsors, or 55 percent of those providing financial information, indicated that they had used Title III funds for youth programs to purchase vocational services from public school systems; in many cases, significant percentages of Title III funds were used to purchase services from the public schools. Overall, prime sponsors reported spending very little for vocational services under Titles II and VI.

The Conference study found that in almost all cases, CETA funds were used to purchase skill training in vocational education programs: "In comparison to other categories of service, skill training is clearly the most widely utilized. It is also the category in which the bulk of all CETA funds for public vocational education is invested."

Based on information from 40 prime sponsors, the Conference report presented the following analysis of the distribution of CETA funds provided to public school systems:

Type of Vocational Education Service	Distribution of CETA Funds (Percent)
Skill Training	72.5
Pre-employment Training	6.5
Administration	6.3
Basic Education	5.6
Counseling	3.1
Public Service Employment	1.7
Other Classroom Training	1.2
Other (predominantly allowances)	1.1
Total	100.0

The Conference of Mayors obtained information on CETA enrollments in vocational education from 43 prime sponsors; only 23 of these were able to provide unduplicated counts of enrollees across all service categories. These unduplicated counts, however, indicated that over 19,000 CETA participants, an average of 792 per prime sponsor, had been enrolled in

vocational education programs.

About half of the 50 prime sponsors involved in the Conference study indicated that CETA participants in vocational education programs were exposed to services that went beyond those specifically purchased with CETA funds. These prime sponsors felt that there could be additional benefits associated with enrollment of CETA participants in vocational education schools and institutes: "In general, CETA client access to an array of supportive services in voc ed schools and institutions was most often cited by prime sponsors as the major benefit available through public vocational education. Prime sponsors listed counseling, tutoring, job development and placement, career exploration, and work experience among the supportive services available to their clients through enrollment in vocational education programs. Many indicated that CETA participants were given the same access to those services as regular vocational students. This was especially true for less than class size CETA groups where participants were integrated with regular vocational students in schools and institutes; it was less often the case for class-size CETA groups which were generally handled separately in voc ed facilities."

Middle Cities Education Association Study

The Middle Cities Education Association examined service delivery issues in Michigan, New Jersey, and Texas. The researchers requested information from all prime sponsors and vocational educational personnel on types of vocational education activities funded under Section 112 of Title I, on characteristics of Section 112 recipients, and on areas of coordination funded by other sources, such as regular Title I monies.(9)

Across the three states, about half the prime sponsors reported that they had a staff member responsible for Section 112 activities exclusively. And while there was some variation from prime sponsor to prime sponsor, the mean expenditure of Section 112 funds among the recipients was $152,000, most of which went for instructional costs, i.e., "occupational training programs."

Respondents indicated that each prime sponsor expended about $250,000 on the average for CETA/vocational education coordination, in addition to that expended under Section 112. The following summarizes the number and types of institutions that received "regular" Title I monies for post-secondary vocational education.

Type of Institution	Number Receiving Title I Funds*
Community or Junior Colleges	69
Area Vocational Technical Schools	38
Skill Centers	18
Other Public Institutions	27
Private Proprietary Schools	94

(*There is some overlap in the numbers because more than one prime

sponsor could allocate money to an institution, and each would report it.)

The results of the survey of prime sponsors indicated several weak spots in coordination: "Many prime sponsors still had not yet developed close working relationships with vocational education institutions. This is evidenced by the low participation of prime sponsors in vocational education planning." The report also notes that one of the weakest factors in coordination was the continued high usage of private proprietary schools: "These schools had been able to offer programs at lower costs and with greater scheduling flexibility than had the public schools, but the usage of such schools did not allow prime sponsors to realize the advantages of the use of public vocational education facilities or the advantages of coordinated placement. Efforts could be made to make public vocational schools more responsive to the needs of prime sponsors so that the economic benefits could be maximized."

The survey of vocational educators in Texas, Michigan, and New Jersey indicated that over 80 percent of the vocational education agencies had a staff member generally responsible for CETA coordination, and 71 percent had a staff person with specific responsibility for Title I activities.

Much like the prime sponsors, the vocational education personnel perceived that "nearly all the funds that had been made available to local vocational education institutions under the provisions of Section 112 went toward occupational training." About one-third of the vocational educators noted that a new program had been established as the result of the availability of the Section 112 funds for vocational education institutions.

According to the authors, "The results from the local vocational education director questionnaire showed that while coordination was weak in some areas, notably in getting prime sponsor participation in vocational education, there were some strong aspects to coordination. The 112 program had some positive effects....A slight majority of vocational educators (54.5 percent) felt that it had been beneficial to the larger regular vocational education system. However, the relatively small size and complex paperwork made it less favored than the local coordination programs such as regular Title I and the Title III Youth Amendments."

The Middle Cities researchers also assembled information on the perceptions of both CETA and vocational education administrators regarding their coordination counterparts. The prime sponsors characterized the level of coordination between themselves and vocational educators as follows:

	Percent
Very Negative	7
Somewhat Negative	13
Neutral	21
Somewhat Positive	29
Positive	30
Total	100

The vocational education directors characterized their relationships with prime sponsors, before and after passage of the Vocational Education Amendments of 1976, as follows:

	Before Passage of 1976 VEAs (Percent)	After Passage of 1976 VEAs (Percent)
Very Negative	16	4
Somewhat Negative	8	12
Neutral	45	28
Somewhat Positive	18	34
Positive	13	22
Total	100	100

These data indicated that following the passage of the 1976 Amendments, the perceptions of the vocational educators more closely approximated the perceptions of their prime sponsor counterparts; following the passage of the Amendments, relationships were perceived to improve.

Conserva Study

The Conserva study addressed service delivery in a way that differed from the Conference of Mayors or the Middle Cities Education Association studies. Building upon descriptions of 111 exemplary programs in the first volume of their report, and upon a discussion of examples of functional coordination in the second, the Conserva researchers developed a typology of coordination between CETA and vocational education. The typology is composed of an administrative model, a service delivery model, and a combined administrative and service delivery model.(10)

The Conserva authors note that, "Surveys on coordination activities most often cite administrative mechanisms which are used to coordinate the activities of participating agencies." The authors emphasize, however, that service delivery mechanisms are as much a part of the problem of coordination as administrative mechanisms. They suggest that the distinction between administrative and service delivery activities may be turned into "a useful conceptual model of vocational education/CETA coordination which synthesizes the major approaches to coordination as observed in this study. In this model, administration and service delivery are the basic components of a program. Coordination may occur in either or both components...."

The service delivery model identified by Conserva represents an approach to coordination in which either the vocational education agency contracts with the prime sponsor to deliver specific services, or another agency is party to an agreement with the prime sponsor and uses vocational education to deliver services. The kinds of services provided may run the gamut from outreach to placement and may range in intensity from "merely

accommodating to intensive collaboration." The Conserva study characterizes the service delivery model as a "limited partnership" between vocational education and the prime sponsor because "the very nature of the relationship relegates vocational education to the position of one of many service deliverers competing for CETA funds."

In the administrative model, the prime sponsor contracts with a vocational education agency, making it responsible for program administration, the processing of necessary reports, and the handling of fiscal affairs. Thus, the prime sponsor would be responsible for overall policy management while the vocational education agency would be responsible for program administration, financial affairs, and for hiring the program staff to conduct the necessary activities. According to Conserva, "An example of such an administrative model would be a state vocational education agency which serves as the administrator of YETP programs for the balance-of-state prime sponsor. The vocational education agency would be the party to an agreement with the balance-of-state prime sponsor and might negotiate subcontracts with LEAs for local programs. Funds would be channelled through the state vocational education agency. An example at the local level would be where a vocational-technical school district or an area vocational school was party to an agreement with the prime sponsor and functioned in an administrative capacity. The program staff, however, would not have formal ties to the vocational education establishment. The clients of such a program would not necessarily receive the full range of services available through vocational education."

The more sophisticated type of administrative model would include coordination in planning, with "numerous meetings, continuous contact to jointly plan a program, and possibly an integrated package of funding combining CETA resources with those of vocational education to carry out a program." The Conserva study noted that most examples of administrative coordination did not contain such close cooperation.

A full program coordination model is a "more equally balanced partnership in which vocational education and the prime sponsor attempt a joint approach at planning for the coordinative use of their resources to serve disadvantaged youth. Both agencies are actively involved at both the administrative and service delivery levels."

The authors cite Baltimore, Maryland, as the best example of a full coordination program. The Baltimore program is characterized by joint use of resources, including facilities and funds, joint contribution of staff for an alternative school, and joint assessment of manpower needs in the community.

LINKAGE AGREEMENTS

As the NASBE/Minnesota booklet Planning Together points out, a coordinated program is "cross staffed" from separate systems, and those in the new working relationship form a kind of "ghost agency" with its own (temporary) hierarchy of personnel and responsibilities. "The 'agency' is

defined by synergy, i.e., its whole effect (the project) is greater than the sum of its parts (CETA and the LEA working separately)."(11)

One of the formal methods available to CETA and vocational education staff as they build and maintain this new relationship is the linkage agreement or contract, "a healthy addition" to any cooperative project: "Simply, the linkage agreement is a philosophical and legal contract, a promise that contributory activities and goals are mutually understood and will be implemented. It has no prescribed format and may be either financial or nonfinancial. Depending on the nature of the agreement (an ongoing cooperative relationship vs. a discrete program), the language will be broad or particular."

Contents of the agreement may include statements of purpose and identity, pertinent aspects of state or federal regulations that govern the project and its participants, a services outline (which deals with expected resources, participants, and outcomes for the project), and other aspects of the partnership.

The Minnesota Task Force emphasizes that in approaching the agreement, CETA and vocational education staff should acknowledge their similarities and differences, at least verbally: "Recognize the situational aspects, the working relationships, and the stricter realities of mandated duties. Comprehensive agreement, no matter how you outline it, is the prescription of the planning process."

The report's appendix contains two sample linkage agreements, the first of which is an in-school agreement which contains clauses dealing with maintenance of effort, target group, services and activities, assurances, termination of agreement, and additional provisions for financial agreements. The second is a subgrant agreement which specifies such terms as the responsibilities of the subgrantee, financial arrangements, and other arrangements.

Paul Sultan's extensive study of CETA/vocational education coordination in Illinois indicated that most CETA administrators feel that the formal agreement is an important foundation of successful linkages. According to the interviews, most contracts between prime sponsors and vocational education programs are comprehensive and explicit, specifying the goals that the agencies expect to accomplish together.(12) CETA administrators indicated that central characteristics of their contracts are the following:

- a firm and explicit statement about mutual obligations and expectations of performance;
- a budget with line item expenditure commitments;
- a thirty-day drop clause in case of nonperformance of responsibilities;
- a provision for amending the contract; and
- a process of monitoring and evaluation of activities.

Although the interviews revealed a consensus that the formal agreement is necessary, some prime sponsors expressed criticism. For example, several noted that because of the lack of time and staff, contracts are sometimes written too quickly and are thus not as precise and clear as they could be; others noted that time and staff limitations prevent them from adequately monitoring activities carried out under the contract.

The Conference of Mayors study also included an examination of the financial and nonfinancial agreements that had been made by prime sponsors and vocational education agencies. The Conference report contains information on the number of agreements drafted by individual prime sponsors, the forms that the agreements took (the majority of financial agreements were contracts, while most nonfinancial agreements were memorandums of understanding), and the kinds of agencies with which the agreements were made. The major focus of the Conference analysis, however, was the managerial content of the agreements, i.e., analysis of the extent to which the agreements served prime sponsors as management tools; analysis of the extent to which the agreements included the kind of managerial and procedural information needed by prime sponsors in order to work effectively with vocational educators.(13)

Of the 47 prime sponsors providing information on their agreements,

- about 91 percent indicated that agreements contained a clear statement of responsibilities of both the prime sponsor and the service deliverers;
- almost 83 percent said the agreements enumerated all services to be provided during the period covered by the agreement;
- over 57 percent said that agreements contained a management plan for service deliverers; and
- over 76 percent reported that agreements contained an itemized budget.

Prime sponsors were asked by the Conference for information on the extent to which selected major elements of their working relationships with vocational education agencies were included, to their satisfaction, in any of their written agreements. The elements of interest and the average percentages of prime sponsors who either included them in agreements or handled them through other formal means are as follows:

Elements Requiring Procedures	% of Primes with Elements in Agreements	% of Primes Handling Elements By Other Means
1. Expending funds contained in budget	94	6
2. Maintaining attendance records for vocational program participation	85	11
3. Assessing progress of CETA participants through vocational program	77	17
4. Transmitting attendance records and progress reports from vocational program to prime sponsor	72	23
5. Maintaining clear communication links between parties to agreement	68	26
6. Monitoring the agreement and the services it covers	68	30
7. Selecting CETA participants to receive vocational services in agreement	66	30
8. Referring CETA participants for services covered in agreement	66	28
9. Making allowance payments to CETA participants in vocational program	57	32
10. Resolving problems with implementation of agreement	55	28
11. Ensuring that vocational services covered in agreement are provided equitably to all segments of eligible population	55	38
12. Referring back to prime sponsor the CETA participants who have completed vocational services	51	30
13. Ensuring CETA participants will receive non-CETA services available through the vocational program in addition to or instead of CETA services when non-CETA services are found more suitable to needs of participants	47	26

The Conference report summarizes the analysis of managerial content of agreements: "In essence, the information supplied by prime sponsors shows that selected key procedures required in management of CETA/ vocational education relationships are generally included by prime sponsors in their written agreements, or otherwise handled through other formal coordination mechanisms. In all cases, prime sponsors rely on the written agreement over the formal mechanisms to document the procedures to be followed."

The report added that, "With only one exception (a county), all of the prime sponsors responding to the inquiry indicated that, where the procedures listed above were included in their written agreements, they were generally followed by the parties to the agreements. This was usually the case, as well, for procedures which were addressed through formal mechanisms other than written agreements, although some prime sponsors reported that the other mechanisms used were not as reliable as written agreements."(14)

CHAPTER IV. APPROACHES TO RESEARCH ON COORDINATION

While the preceding chapters of this report highlight the findings of the six selected studies of CETA/vocational education coordination, this final chapter briefly describes the structure of the studies themselves. For readers interested in the approaches employed by the researchers, each of the studies is described in terms of goal, methodology, and organization of the research results.

CONSERVA STUDY

In October, 1978, the U. S. Office of Education funded Conserva, Inc., a private consulting firm in Raleigh, North Carolina, to study effective mechanisms for facilitating coordination of vocational education programs with the CETA Title IV youth programs.

Goal of Research

According to the authors, the study "seeks to build upon existing vocational education coordination under CETA Title IV by identifying, documenting, and disseminating exemplary mechanisms for facilitating coordination of vocational education and prime sponsors." They observe that the research was undertaken to help "overcome the present dearth of knowledge on evolving institutional linkages" and to "contribute to an improved awareness of the potential for integrative action to facilitate the transition from school to work."

Methodology

The Conserva researchers point out that their concept of coordination is broad, for it includes not only institutional structures for coordination but also "policies, procedures, programs, practices, rules, and regulations that shape and direct the kind and quality of services offered to disadvantaged youth."

Authors of the research identified six major activities in which coordination might occur: 1) administrative affairs; 2) outreach, assessment, counseling, and supportive services; 3) non-skills oriented training; 4) institutional occupational skills training; 5) work experience and on-the-job training; and 6) placement. They then established twenty-eight standards reflecting exemplary coordination common to these six activity areas. "The standards were then used by nominators as criteria in the naming of programs containing exemplary coordinative mechanisms." Serving as nominators were persons from "a wide spectrum of national agencies/organizations/associations that maintain field linkages with vocational education and/or CETA prime sponsors": the project directors of ten Department of Labor-funded projects related to

the identification of exemplary youth program models, representatives of DOL and DHEW regional offices, CETA state supervisors, and State Advisory Councils on Vocational Education.

The procedure yielded nominations of 140 programs, each of which was contacted by Conserva in order to verify that the program demonstrated excellent coordination and to obtain a description of it. This process yielded 111 exemplary programs for analysis, or about 80 percent of the original 140 nominations.

Organization of Report

The Conserva report contains three volumes, organized as follows:

Volume I: A description of 111 exemplary programs, 99 of which were funded by Title IV, 10 were funded by titles other than Title IV, and 2 were programs established between vocational education and other employment and service training providers.

The bulk of Volume I is devoted to two- and three-page descriptions of each program, setting forth the location, name of educational agency and prime sponsor involved, source of funding, target groups, and the contact person. In addition, each program is described in terms of an overall statement, discussion of the role of vocational education, involvement of the prime sponsor, and program activities. Figure 2 on the following page contains a sample of a program description from Volume I of the Conserva study.

Volume I also contains seven lists of programs categorized by major funding sources, major target group served, urban or rural location, type of prime sponsor, federal region in which prime sponsor is located, type of educational agency, and type of educational facility. Percentages and numbers within each category are not included but can be easily computed by one who wants to gain a sense of the relative number of programs by category.

Volume II: A distillation of information on coordination based upon program descriptions contained in Volume I. Coordination linkages are discussed by the six major activity areas described above. Each area is in turn subdivided into additional relevant aspects, and examples of coordination are presented. Examples of the material presented are contained in Figure 3. Volume II also presents a typology of coordination: 1) the service delivery model; 2) the administrative model; and 3) the full program coordination model.

The appendix to Volume II is of great potential utility to practitioners. It sets forth standards

Figure 2: EXAMPLE OF THE PROGRAM DESCRIPTION OF EACH OF THE 111 EXEMPLARY PROGRAMS STUDIED BY CONSERVA

MAPS

Manpower Assessment and Placement System

Location: Placentia, California

Educational Agency: Brea Olinda Unified School District
Fullerton Union High School District
North Orange County Regional Occupational Program

Prime Sponsor: Orange County Manpower Consortium

Funding: $138,918 - YETP

Target Group(s): Rural in-school youth

Contact: Jack Knight
Supervisor
974 Melrose Avenue
Placentia, California 92670
(714) 632-8574

OVERVIEW

MAPS is a regional project which facilitates articulation of vocational education and CETA. The goals of the project are to provide assessment of students to facilitate placement in vocational training or employment and to develop a computerized placement system which allows for centralized information exchange between employers and eligible students. Both vocational education and manpower agencies have access to the system through computer terminals. Current enrollment in the system includes more than five thousand students.

The data bases in the system contain information on students and jobs and there are system routines available to match students to occupations or, conversely, occupations to students. Information available on students includes demographic data, vocational education courses taken, CETA participant characteristics (e.g., limited English-speaking ability), aptitude and interest test results, and job-related information (e.g., number of interviews student has had; miles student can travel to work). Information available on jobs includes employer name and address, job title and DOT code, contact person, number of interviews held for the job, and the job descriptive information.

ROLE OF VOCATIONAL EDUCATION

MAPS is a joint regional effort of four vocational education directors. Vocational information supplements the employment information to extend the system capabilities. Recently a data base of vocational programs has been added so that available classes can be matched as well as jobs. The guiding philosophy is that training should be based on students' needs for training. The vocational education directors hope to use MAPS for long-range planning.

PRIME SPONSOR INVOLVEMENT

The Manpower Commission is the administering agency for MAPS and is responsible for continued monitoring to determine program accomplishments. The prime sponsor collaborated with MAPS staff in the development of forms to be used with the system.

PROGRAM ACTIVITIES

Administrative Affairs

Program staff consists of a supervisor, computer operator, and a technician. A counseling van is available to take MAPS to community locations. Students and jobs are located geographically through a grid system. Location information is entered into the system to facilitate the matching process. If the student accessing the system is CETA eligible, both subsidized and private sector jobs are displayed. For other students, only private sector jobs would be accessed.

Outreach, Assessment, Counseling, and Supportive Services

Career Guidance Specialists, Work Experience Coordinators, and Counselors in students' home high schools conduct assessments. Assessment focuses on interests, abilities, employment skills, and occupational needs. The assessment service is available to twenty-four high schools in participating districts. CETA eligible youth are identified through AFDC and Free Lunch lists. A pre-application process is used to determine eligibility and parents must sign off to agree that information on the students can be given to CETA.

Placement

A computer terminal at each school can be accessed by employers through a single phone call for all twenty-four schools. Students are matched to available jobs based on job skills, abilities, and interest. Students may also obtain lists of jobs from the computer. Job information available to students includes pay rate, hours of work, job skill requirements, and distances from the student's home. Only students with appropriate skills are referred to employers. Computerized records of placements are maintained to facilitate follow-up.

Figure 3: EXAMPLES OF SPECIFIC PROGRAMMATIC EFFORTS IN THE AREAS OF WORK EXPERIENCE AND ON-THE-JOB TRAINING, OFFERED IN CONSERVA VOLUME II

WORK EXPERIENCE AND ON-THE-JOB TRAINING

This area includes work experience programs, the awarding of academic credit for work experience, and on-the-job training. Work experience includes that which is both subsidized and unsubsidized. The term 'on-the-job training' is reserved for its meaning as determined by the Department of Labor in the Federal regulations dated April 3, 1979. On-the-job training is taken to mean training in the private or public sector where the participant has been hired first by the employer. The training occurs while the participant is engaged in productive work which provides knowledge or skills essential to the full and adequate performance of the job. The reimbursement to the employer during that time is based on 50 percent of the participant's wages representing the difference between the cost of recruiting and training and the cost of lower productivity associated with employing CETA participants to perform the job than the cost for others similarly employed. In some instances, OJT reimbursement may be on a scheduled declining ratio to wages over the period of training. According to the same Federal regulations, work experience is a short-term or part-time work assignment and is prohibited in the private sector.

Work Experience

CETA funds have been used to extend cooperative vocational education work experience to CETA-eligible youth:

- YETP and YCCIP-funded comprehensive youth programs in a county area utilize an individual cooperative education training plan for each student entering the cooperative education phase of the program. The plan certifies skills training to be accomplished on the job. Complementing the training plan is an individualized career development plan which determines a particular activity needed by each student in order to become job-ready.
- Students who receive work experience in housing rehabilitation are enrolled in a vocational course in housing rehabilitation for three hours a week. The YETP participants are considered as part of the school's regular cooperative education program.
- Enrollment in YETP fulfills the related instruction requirement of cooperative education.
- A CETA cooperative vocational education program was developed in a large urban area.
- Students in a YETP dropout component were matched to subsidized work experience placements in the public sector as a part of the area vocational education school cooperative programs.
- A YETP program in a rural area provides transitional services during the school year and provides cooperative education placements during the summar months.
- A YETP program in a rural area has two components: a pre-vocational component which services students as young as 14 and a co-op component which serves students enrolled in a certified vocational class. The two components provide transitioning for the students into unsubsidized employment. Some students have moved from cooperative placements to on-the-job training slots while other students have moved from pre-vocational to cooperative placements.

FIGURE 4: EXAMPLES OF EXEMPLARY STANDARDS IN OUTREACH, ASSESSMENT, COUNSELING, AND SUPPORTIVE SERVICES, OFFERED IN VOLUME II OF CONSERVA STUDY

2A. Vocational education services encompass outreach activities directed at identifying disadvantaged youth most likely to have difficulty in making the transition from school to work and to benefit from available YEDPA programs.

- Responsibilities for outreach fuctions are delineated by joint agreements between employment and training service deliverers.
- Guidelines are utilized to assist in the identification of disadvantaged youth.
- Teachers and other educational staff have received training in methods for identifying disadvantaged youth in need of YEDPA services.
- Outreach activities are directed at identifying both in-school and out-of-school youth in need of services.
- Outreach activities are directed at a wide range of client groups including minorities, women, single heads-of-household, and those who wish to seek employment in non-traditional occupations.

within the six major program activities that the Conserva researchers consider to be central to successful coordination. Figure 4 on p. 46 contains an example of the standards.

Volume III: A description of the historical forces that have shaped the CETA and vocational education systems. The report concludes with specific recommendations designed to promote coordination which are addressed to the Congress, Department of Education, Department of Labor, State Vocational Education Agencies, State Employment and Training Councils, and local education agencies and prime sponsors.

MIDDLE CITIES EDUCATION ASSOCIATION STUDY

Goal of Research

The authors of the Middle Cities Education Association study state that their purpose was "to ascertain the effects of the 1976 Education Amendments on this required linkage between CETA and post-secondary vocational education" at the national, state, and local levels of government.

Methodology

The study was a longitudinal analysis of the state of coordination before the 1976 Vocational Education Amendments and after, using survey research, personal and telephone interviews, and a variety of secondary sources. Six different groups were surveyed--administrators of both CETA and postsecondary vocational education programs at the federal, state, and local levels of government.

The MCEA study used several approaches to examine the state of linkages in the country: 1) personal interviews with federal officials of the U. S. Department of Labor and the Office of Education; 2) a national survey of state CETA and vocational education directors in the fifty states and six territories; and 3) an in-depth examination of both state and local CETA/vocational education personnel in the states of Michigan, Texas, and New Jersey:

Federal Level: The Association's researchers conducted informal personal interviews in 1978 with officials from the CETA Coordination Unit of the U. S. Office of Education and the Vocational Education Coordination Unit of the U. S. Department of Labor.

State Level: The study attempted to determine the impact of the 1976 Vocational Education Amendments on coordination at the state level. Information on the status of coordination before the 1976 legislation was based upon a study published in February, 1977, by the National Governor's Conference; it offered "baseline data from all fifty states and six territories on the relationship between CETA and Vocational Education before the enactment of the Vocational Education Amendments." This information was supplemented by secondary sources.

To gain information on coordination after the Amendments were passed, the Association sent mail questionnaires to state CETA and vocational education directors in the fifty states and six territories. The authors note that, "Some of the questions in this (1978) survey were drawn from the survey conducted by the National Governor's Conference, and thus provided an update of the 1977 study. More important than being a simple update, this survey gave a pre and post picture of the effect that the Vocational Education Amendments had on the CETA-vocational education relationship."

Local Level: In order to better understand coordination at the local level, the Association selected the three states of Michigan, New Jersey, and Texas for in depth analysis. These states were selected in order to "provide a mix of geographic regions, economic bases, and population" and because they "were recognized as having unique or innovative practices, policies, and organizational structure in the CETA-vocational education relationship."

The researchers sent mail questionnaires to all CETA prime sponsors and all vocational education directors of less than four-year public institutions of higher education in the three states. Questionnaires were mailed in two waves--in 1977, before the Vocational Education Amendments had taken effect, and in the winter of 1979, to determine "the effect, if any, of the 1976 Amendments upon the process of vocational education and CETA service delivery within the three states." In addition, the Association staff supplemented this information with personal interviews with staff members of the State

Advisory Councils for Vocational Education, the State Manpower Services Councils, and the Departments of Education in each of the three states both before the Amendments became effective and afterward.

Organization of Report

Chapter 1: Introduction

Chapter 2: An analysis and summary of the responses of state vocational education directors, executive directors of State Manpower Service Councils, and executive directors of State Advisory Councils for Vocational Education.

Chapter 3: The results of interviews at the federal level.

Chapters 4 and 5: The results of an in-depth examination of coordination at the local and state levels in Michigan, New Jersey, and Texas.

Chapter 6: A summary of the effects of the 1976 Amendments upon coordination and suggested recommendations for increased coordination in the future.

CONFERENCE OF MAYORS STUDY

Goal of Research

A major goal of the U. S. Conference of Mayors study was to gain information on the "the current status of CETA/vocational education coordination, the progress that has been made in coordination, and models of coordination approaches that have been taken by prime sponsors and vocational educators at local and state levels."

Methodology

The Conference staff drew a random sample of 150 CETA prime sponsors throughout the country: "The sample was drawn by type of prime sponsor organization to ensure that the group of prime sponsors approached for information would be representative of the actual mix of prime sponsor organizations across the country." Fifty prime sponsors responded to the mail questionnaire.

In addition to the survey of CETA personnel, the staff mailed questionnaires to CETA supervisors (or coordinators) in state departments of education who had been designated to provide "encouragement and assistance to local education agencies and institutions in regard to involvement in CETA service delivery." State-level CETA coordinators were asked about approaches to planning and managing the five-percent supplemental vocational education funds, about efforts to coordinate with the governor's office, and about coordination efforts with local prime sponsors.

Data-gathering techniques also included discussions with CETA personnel and site visits to a number of prime sponsors in order to document approaches to coordination. On the basis of the information gathered during the site visits, the staff selected five examples of CETA/vocational education coordination for inclusion in the report. The five coordination approaches were selected, not because they were considered to be the "best" but because they were "representative of numerous successful coordination efforts in place across the country today, and because each represented a different approach to achieving the goal of comprehensive CETA/vocational education service delivery."

Organization of Report

Chapter 1: Introduction

Chapters 2-4: Information on CETA/vocational education planning, service delivery, and agreements, based upon surveys of local prime sponsors.

Chapter 5: Information on coordination provided by state CETA supervisors within state education agencies.

Chapter 6: Selected examples of coordination: Minnesota and California State Departments of Education, Durham (NC) Employment and Training Office, Bluegrass (KY) Employment and Training Program, and the Hampden County (MA) Manpower Consortium.

Chapter 7: Overall conclusions, a discussion of how the findings of this study compare with previous Conference studies of CETA and vocational education, and generalizations concerning the present state of coordination efforts.

ILLINOIS STUDY

Using one percent linkage funds, the Governor's Office of Manpower

and Human Development in the State of Illinois funded Southern Illinois University to conduct a state-of-the-art analysis of CETA linkages.

Goal of Research

The primary research objective was to gain information on the collaborative agreements developed by prime sponsors and balance-of-state offices.

Methodology

A research team headed by Dr. Paul Sultan interviewed prime sponsor staff, program agents, and local education agency staff working with CETA throughout the state. The interview schedule consisted of 150 questions designed to elicit personal perspectives on the linkage process. Most questions were open-ended and "solicited a profile of perspectives and values." Dr. Sultan described the process as one of asking questions in several ways to probe the nature of respondent perspectives, to capture the many nuances that would have been lost in survey questions with 'yes' or 'no' responses." Each interview ranged from one to six hours.

Organization of Report

The report contains five volumes plus an executive summary of the study. In describing the report, Dr. Sultan wrote: "In a state-of-the-art study, one is concerned with the artistry, the color, the texture, and even one's aesthetic sense of satisfaction with the configuration of inter-agency agreements. Because building those agreements does not involve 'painting by numbers,' this five-volume study provides a report that is more narrative than statistical." Appendices to Volumes I and II contain statistical tabulations of responses. The material is organized in the following way:

Volume I: The Viewpoint of Prime Sponsor and Program Agents: A 131-page report, supplemented by a 152-page appendix, containing the numbers and percentages of survey responses and discussing issues of coordination as CETA personnel perceived them. Subjects examined include linkage agreements; educational and training resources; the collaboration process; the information flow between LEAs, community colleges, and CETA; the validation of program effectiveness; educational innovations for CETA students; and CETA office staffing needs.

Volume II: The Viewpoint of Educators: 134 pages of text with a 97-page appendix containing survey responses tabulated by absolute numbers and percentages. Chapter headings of this volume indicate the issues on which educators offered perspectives:

Chapter 1: The Origin and Nature of Existing

Linkages (Part I) and Inter-Agency Communication Flows (Part II)

Chapter 2: Labor Market Information Systems and Educational Needs

Chapter 3: The Flow of CETA Students to Education From Placement, Screening, Assessment, and Evaluation

Chapter 4: The Rationale for CETA/Education Partnerships: Special Programs for "Special" Students

Chapter 5: The Clash of Cultures

Chapter 6: Breaching the Barriers

Chapter 7: Improving Linkages: An Overview of the Educator's Viewpoint

Volume III: An examination of four major areas:

Chapter 1: The distribution of values and functions for two major offices concerned with human resources development--the office of the Governor and the Mayor.

Chapter 2: How the educational sector views CETA resource use.

Chapter 3: CETA's use of existing resources: the employment service and community based organizations.

Chapter 4: Private sector responses to CETA.

Volume IV: Nine Perspectives on CETA Linkages: Informal Testimony of Nine Field Teams Offering Suggestions on Improving the "State-of-the-Art" of Linkages: An "informal reflection on the experiences" of nine of the two-person research teams that conducted the interviews of CETA and vocational education personnel. Most of the interviewers were high school teachers, and a few were university students. Few had had previous experience with CETA.

Volume V: CETA and the School/Work Connection: Evolution and Challenge of CETA Linkages:

Chapter 1: Linkages: Circa 1980

Chapter 2: CETA and the Political Process: Legerdemain and Decentralization

Chapter 3: CETA/LEA Prospects with Restricted Labor Demand: A Dismal View from a Dismal Science

Chapter 4: CETA/LEAs and the Work Connection: The Supply Problems

Chapter 5: Are Educational Systems Natural CETA Allies in the War on Poverty?

Executive Summary: A summary of overall observations on the research, a discussion of the methodological complexities, suggestions for further linkage research, and major conclusions.

Comment

The research is an exhaustive examination of a number of aspects of coordination between CETA and vocational education. The reader should begin first with the Executive Summary in order to gain the flavor of the research and the report and then proceed to areas of interest in the other five volumes. Although this is an enormous work and not easily skimmed, those who wish to understand the warp and woof of linkages and who wish to gain insights that could lead to the generation of a number of testable hypotheses will want to examine this effort.

KENTUCKY STUDY

Goal of Research

Funded by the Kentucky State Department for Human Resources, Bureau of Manpower Services, and the State Department of Education, Bureau of Vocational Education, this research was conducted by Carl F. Lamar and Devert J. Owens of the University of Kentucky. Primary goals of the study were:

1) To determine the feasibility of developing a functional plan for the coordination, cooperation, and collaboration of vocational education resources and specialized supporting services with the CETA resources in producing a more effective delivery system for the economically disadvantaged, unemployed, and underemployed CETA clients in Kentucky; and

2) To identify the issues, concerns, problems, and barriers which have prevented the establishment of productive working relation-

ships between the CETA-related personnel and the vocational education personnel throughout Kentucky.

Specific objectives of the study were to encourage a better understanding of the nature of CETA by vocational educators, determine vocational resources available to support the CETA program, improve linkages of specialized vocational education services with instructional programs for CETA clients, develop strategies for integration of specialized vocational education services into the CETA-funded manpower training programs, and develop strategies for overcoming barriers to effective coordination.

Methodology

Data-gathering methods included examination of government documents, review of secondary sources, and administration of two surveys. Documents examined included federal legislation relating to CETA and vocational education; prime sponsors' master plans, annual program plans, annual reports, and other relevant materials; the Governor's annual program plan, and other information; and information from the Department of Labor and the Department of Health, Education, and Welfare pertaining to CETA/vocational education linkages. Following an ERIC search for studies in the area of linkages, the researchers also undertook an extensive review of the literature.

The staff developed two survey instruments--the first to determine barriers to coordination, and the second to determine the extent of utilization of specialized vocational education services. The first survey instrument grew from a series of meetings held in the state's five prime sponsor areas; meetings included the CETA prime sponsor staff and representatives from the vocational education regions, the Area Development Districts and Bureau for Manpower Services Field Offices. Other representatives included the State Prime Sponsor's Forum, Liaison Committee for the State Employment and Training Council and the State Advisory Council for Vocational Education, the Bureau of Vocational Education, and the five prime sponsor areas. These meetings were designed to "identify any issues, concerns, problems, or barriers that hinder coordination between CETA and vocational education in providing effective vocational training for CETA clients."

Information from the five meetings was analyzed and organized into statements grouped by the categories of: 1) administration; 2) funding; 3) planning; 4) curriculum; 5) specialized supporting services; 6) facilities; 7) coordination; and 8) implementation. These statements were then used to produce a Delphi Technique questionnaire to determine the attitudes of CETA and vocational education staff toward a number of issues. Each of the 175 statements in the questionnaire offered responses of "strongly agree," "agree," "unsure," "disagree," and "strongly disagree." Figure 5 contains examples of the types of questions used in the survey.

The survey of attitudes was administered to the same categories of persons who had attended the meetings--representatives of state and local CETA and vocational educational programs. One hundred ninety persons

completed the survey.

The second survey was designed to gather data on the extent of utilization of specialized vocational education services. Based on the information contained in the Five-Year and Annual State Plan for the Administration of Vocational Education in Kentucky, questions were developed to "identify all of the specialized supporting services that vocational education has available for the purpose of improving the quality of the instructional programs that it has to offer." The survey instrument was reviewed by the Bureau of Vocational Education staff and field tested by a sample of CETA instructors. The questionnaire was then mailed to all instructors of CETA students and all CETA coordinators in the state; 156 of those surveyed responded. Figure 5 presents an example of the type of information that the survey instrument yielded.

Organization of Report

The report on coordination in Kentucky begins with an introduction to the problem chosen for investigation, a review of related literature, and a discussion of the study. The chapters that follow are:

Chapter 2: "Historical Background of Manpower Development Programs," includes a discussion of both vocational education and manpower development.

Chapter 3: "Comprehensive Employment and Training Program," presents the 1978 CETA Amendments by titles, the nature and purpose of CETA, and other aspects of CETA.

Chapter 4: "The Vocational Education Program," is a discussion of the nature and purpose of vocational education, its organization and administration, financial provisions, people served, and resources available for vocational training.

Chapter 5: "Coordination Between CETA and Vocational Education," is a description of the importance of coordination, relevant provisions of federal legislation, opportunities and incentives, and anticipated benefits.

Chapter 6: "Providing Specialized Vocational Education Services," presents a discussion of the definition of supporting services, the delivery of supporting services, and selected issues in this area.

Chapter 7: "Findings of the Study," presents the overall conclusions of the report.

Chapter 8: "Summary, Conclusions, and Recommendations."

FIGURE 5: EXAMPLES OF STATEMENTS FROM DELPHI TECHNIQUE QUESTIONNAIRE USED IN LAMAR AND OWENS STUDY OF COORDINATION IN STATE OF KENTUCKY

Item	Statement	1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree
23.	Local educational agencies that receive favorable evaluations on the outcomes of their CETA programs should be allowed to recycle their operations if there is a continuing need.					
24.	Administrators of vocational education and CETA programs should be employed on the basis of their professional qualifications rather than their political affiliations.					
25.	Technical assistance and collaboration between BMS counselors and vocational education personnel should be intensified.					
26.	Waiting lists that detain CETA trainees a year or longer before they can be enrolled in a vocational education class represent a major barrier to meeting the needs of the people who should be served.					
27.	New regulations that require CETA to give more attention to the "most in need" indicate that both vocational education personnel and prime sponsors have a responsibility to give special attention to problems associated with the functional education level of students.					
28.	There should be enacted a manpower policy for Kentucky which would give direction to manpower development based on human and economic needs.					

NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION STUDY

Goal of Research

The National Association of State Boards of Education (NASBE), funded by the U.S. Department of Labor, identified three principal issues of youth employment and vocational education coordination: academic credit for work experience, administrative requirements of CETA, and educational components of CETA programs. NASBE undertook to examine each of these issues in depth by selecting one state for each issue area, "based on evident interest and need in the area." A major objective of the research was to utilize a systematic approach to the identification of barriers to coordination and to proceed to their solution.

Methodology

Louisiana was selected for the study of educational components of CETA, Maryland for an examination of academic credit for work experience, and Minnesota for an analysis of administrative issues in CETA-education cooperation. A task force was established in each state, made up of representatives from CETA and education; each included persons from the governor's office, the State Board of Education, the State Department of Education, the State Employment and Training Council, CETA prime sponsors, local school boards, and local school districts.

Each task force identified problems experienced in CETA/vocational education collaboration and developed strategies to address them. Each was guided by a management model, developed by the National Association of State Boards of Education, which sets forth eleven steps for dealing systematically with policy issues, beginning with problem identification and proceeding to goal setting, establishment of time lines, identification of information that will be needed, making arrangements for constituency input, producing progress reports, writing policy reports (first, second, and final drafts), adoption of policy, and providing for monitoring, evaluation, and revision. The products that each state developed included policy statements, state board of education resolutions, position papers, and handbooks.

Organization of Report

The NASBE project resulted in the following five volumes:

Volume I: CETA-Education Collaboration Issues in Three States: An overview of the research effort, this volume sets forth the collaborative process and effort in each of the three states. Each task force brought together representatives from the education community and from the employment and training community who are practitioners and policymakers at the state and local level. "The basic premise of the task force activities is the acknowledged expertise

of the different members and agencies represented and the collective ability to resolve outstanding problems and concerns. In this way, quality programs and services are developed, duplication is minimized and the client population receives more comprehensive services through combining the resouces of the education, and employment and training communities." The Appendix of Volume I also contains a discussion of major aspects of the educational governance structures and procedures, and CETA contacts and structure in each state.

Volume II: Educational Governance and Youth Employment Issues: An outline of the educational governance structure, including a discussion of federal-state-local relationships, state structures for elementary and secondary education, for higher education, and for vocational education, and a discussion of the local governance of education. Volume II also looks at major CETA/education governance issues, such as curriculum and guidance and counseling, in order to "assist education and employment and training staff in determining the governance structure in their state and the particular points where they can influence education decisions related to CETA youth programs."

In addition to the two volumes, the task force in each state produced a report. These are:

Maryland: Academic Credit for Work Experience in Maryland, prepared by Rolf Blank of Kirschner Associates (Washington, D.C.: National Association of State Boards of Education, April, 1979), consists of 37 pages plus 3 appendices.

Louisiana: CETA/Vocational Education Coordination in Louisiana: A Special Task Force Report, prepared by the CETA/Vocational Education Task Force Report Committee (Washington, D.C.: State of Louisiana, 1979), consists of 103 pages containing a number of working papers, lists, tables, and other information utilized by the task force in its deliberations. Not a narrative, it is a compilation of the different kinds of information that served as resource materials for the task force or that were developed by them to aid in the effort.

Minnesota: Planning Together: A Guide for CETA and Education Program Planners, developed by the Minnesota CETA-Education Task Force (St. Paul: State of Minnesota, August, 1979), is a succinct, imagina-

tive 26-page publication "prepared for use by anyone involved in the planning and administration of a program cooperatively initiated by CETA agencies and local education agencies. It has two purposes: first, to inspire such cooperation; and second, to assist in the planning and operational stages of such projects. The information in this guide is offered primarily as advice, and was collected from those experienced in the successful operation of such joint ventures."

The appendix contains three different kinds of items: 1) standardized information that may be used in any coordination project, e.g., a CETA Data Recording Form, a financial form; 2) samples of draft agreements and budgets; and 3) work sheets that staff can use during the planning process, e.g., a budget worksheet and a contracts directory.

FUTURE RESEARCH APPROACHES

Efforts to understand the attitudes of those engaged in coordination efforts has been an important part of research into coordination. The work by Paul Sultan represents an exhaustive attempt to probe the range of attitudes of CETA and vocational education personnel; similarly, the Kentucky study by Lamar and Owens elicited attitudes and ideas from coordination staff in a series of meetings throughout Kentucky, refined these into attitudinal statements, and then surveyed coordination personnel statewide to ascertain the attitudes. The Conference of Mayors study examined attitudes as well as institutional factors; prime sponsors were asked, for example, about the representation of vocational personnel on prime sponsor planning councils and about the specific contributions of these educators. The Middle Cities Education Association research also asked for attitudinal information, supplementing data on structural arrangements in coordination.

The survey and personal interview have been the two systematic methods of gathering information on attitudes. It is possible, however, that as researchers continue to survey and interview practitioners involved in coordination efforts, negative reactions to these methods may develop.

Those examining this area should consider carefully approaches other than, or in addition to, the interview and survey approaches (e.g., personal observations, analysis of available documents). In designing instruments that tap attitudes, researchers should consider drawing from the experience and knowledge of coordinators themselves, as was done in the Kentucky study. And, above all, any research in this area should be

guided by well developed hypotheses.

Paul Sultan emphasized the need for systematic, carefully designed inquiry in the field of coordination. In his words, "To construct a data base to deal with unasked questions or even undeveloped hypotheses is a loser's game." He also warns of the problems of over-interviewing and ruining or tainting the data base. In describing the interview process in his study, he says,

> Throughout, the research team emphasized the need for maximum diplomacy in approaching prime sponsors. It was our perspective that since the Governor's Office was itself "one" prime sponsor, representing balance-of-state, the structure of prime sponsor offices might well view the invitation to participate in the survey as one made by a peer rather than a senior officer within the organizational hierarchy. In all but one case, we enjoyed full cooperation. One prime sponsor offered the view that his own schedule would not allow time for the interview, and further, he did not want the team probing his partnership agreements. The rationale for such a view is persuasive. The examination of linkages in their formative stage is analogous to the examination of a tender seedling; one might pull it from the ground to diagnose its root structure, but the tolerance for this is limited. Perhaps the analogy provided by Barbara Wooten (in dealing with the vexing issue of perfect resource allocation) is more appropriate. The best marriage (viz, linkage) does not thrive when newlyweds sit down for breakfast with the frequent agenda topic: "Have we made the best choice?" A linkage, like any relationship, builds on mutuality and trust; it is something that draws strength from its own daily experience. It is not typically strengthened by outsiders probing the intimate aspects of what is right and wrong about the relationship.

Sultan recommends a number of steps for those who pursue further research on linkages within states:

1) As a preliminary, the state office should accumulate a bibliography and documents on existing research performed within the state, and available materials dealing with other state experiences from their own library, including, too, reports of the governor and the State's Employment and Training Council.

2) The research team should have about a month's lead time, including a weeklong orientation session with the governor's staff. That orientation should make explicit perceptions of existing and expanding obligations of that office, and the network of linkages already in place in terms of office support for prime sponsors.

3) The preliminary orientation should identify existing linkages at the state level with the employment service, unemployment insurance, occupational data information systems, and linkages with

offices of education and vocational education.

4) The preliminary research should provide for statements of exemplary linkages and other case studies developed for the state that build around studies of the office of education and vocational education.

5) In an ideal sense, research should center on central themes. In defining just what areas are most important, there should be collaboration between the research team and the governor's office, vocational education, the office of education, job service, and other important constituencies represented in the governor's office, the prime sponsor director's conference, and local LEAs.

6) An early decision should be made regarding the methodology of the analysis. While "story telling" is not rated as among the elegant methodologies, subjective assessments may remain an important element or input in the formative stages in state-of-the-art studies.

7) While perhaps not needing mention, if the analysis is to have a quantified form, it is important that the hypothesis be formulated, with questions that allow anticipated responses that can be coded to validate the hypothesis. In state-of-the-art studies, a family of hypotheses will probably be required.

8) Research teams should include political scientists, educationists, and manpower specialists. Field research team members are ideally made up of individuals with both education and CETA experience.

9) It is important to identify the CETA title origin and funding source for LEA contracts. It is obviously critical, in the assessment of linkages, to know if the reactions center on PSE work experience, or other innovative forms of YEDPS programs.

10) Secure, too, as much information as is available about the inventory of agreements before the analysis begins in order to better understand that area.

11) If the governor's research office has a firm notion of a research instrument to be used, it might be prudent for the office to hire a commercial data gathering firm, with payment on a "per interview" basis. Further consultation could be secured--if necessary --for the coding and interpretation of results.

FOOTNOTES

CHAPTER I: INTRODUCTION

1 Joseph Coleman and Gregory Wurzburg, Involving Schools in Employment and Training Programs for Youth (Washington, D.C.: National Council on Employment Policy, May 31, 1979), p. 30.

2 Sally M. Brower, Elizabeth H. Oglesby, Carroll S. Whitney, Conserva Inc., Case Studies of Vocational Education-CETA Coordination: A State of the Art Report, Volume I (Raleigh, N.C.: Conserva, Inc., January, 1980); Sally M. Brower, Mechanisms for Vocational Education-CETA Coordination: A State of the Art Report, Volume II (Raleigh, N.C.: Conserva, Inc., January, 1980); and Donald W. Drewes, The Context of Vocational Education-CETA Coordination: A State of the Art Report, Volume III (Raleigh, N.C.: Conserva, Inc., January, 1980).

3 Middle Cities Education Association, C. Robert Muth, Director, A Project to Describe and Evaluate the Impact of the 1976 VEAs Upon CETA-Post-Secondary Vocational Programs and Organizational Linkages with Emphasis on the Utilization of CETA Title I 5% Monies (Lansing, Mich.: Middle Cities Education Association, March, 1979).

4 United States Conference of Mayors, CETA-Vocational Education Coordination: A Status Report (Washington, D.C.: U. S. Conference of Mayors, November, 1979).

5 Paul Sultan, CETA Linkages in Illinois, 5 volumes (Edwardsville, Ill.: Southern Illinois University, September 12, 1979).

6 Carl F. Lamar and Devert J. Owens, A Study of CETA/Vocational Education Coordination, Cooperation, and Collaboration in Kentucky (Lexington, Ky.: University of Kentucky, Department of Vocational Education, June, 1980).

7 National Association of State Boards of Education, CETA-Education Collaboration Issues in Three States, Volume I (Washington, D.C.: National Association of State Boards of Education, August, 1979); Russell W. Meyers, Wesley Apker, and Anne Radford Court, Educational Governance and Youth Employment Issues, Volume II (Washington, D.C.: National Association of State Boards of Education, August, 1979); State of Louisiana, CETA/Vocational Education Task Force Committee, CETA/Vocational Education Coordination in Louisiana: A Special Task Force Progress Report (Baton Rouge, La.: State of Louisiana, July,

1979); Maryland CETA/Education Task Force, Rolf Blank, Kirschner Associates, Director, Academic Credit for Work Experience in Maryland (Washington, D.C.: National Association of State Boards of Education, April, 1979); Minnesota CETA-Education Task Force, Planning Together: A Guide for CETA and Education Program Planners (St. Paul, Minn.: Minnesota CETA-Education Task Force, August, 1979).

8 P. L. 95-524, Statement of Purpose, Sec. 2, October 27, 1978.

9 Robert Agranoff and Alex Pattakos, "Dimensions of Services Integration: Service Delivery, Program Linkages, Policy Management, Organizational Structure," Human Services Monograph Services, No. 13, April, 1979 (Dekalb, Ill.: Center for Governmental Studies, Project SHARE, Northern Illinois University, 1979), p. 40. Italics added.

10 Donald W. Drewes, The Context of Vocational Education-CETA Coordination: A State of the Art Report, Volume III (Raleigh, N.C.: Conserva, Inc., January, 1980), pp. 9-74.

11 Ibid., p. 50.

12 Lamar and Owens, A Study of CETA/Vocational Education Coordination, Cooperation, and Collaboration in Kentucky, pp. 39-62; the discussion of the vocational system emphasizes the Kentucky system.

13 Ibid., p. 10. This elaboration of differences between the two systems is based upon an address by Robert Taggert, Administrator of the Youth Employment and Demonstration Projects Act.

14 Ibid., pp. 68-69.

15 National Association of State Boards of Education, CETA-Education Collaboration Issues in Three States, Volume I, p. 7; also see State of Louisiana, CETA/Vocational Education Task Force Committee, CETA/Vocational Education Coordination in Louisiana: A Special Task Force Progress Report, pp. 11-14.

16 Ibid., Volume 1, pp. 26-27; also see Rolf Blank, Academic Credit for Work Experience in Maryland, pp. 2-3.

17 Ibid., Volume I, p. 14.

18 Ibid., pp. 14-15.

[19] Paul Sultan, "Executive Summary," CETA Linkages in Illinois (Edwardsville, Ill.: Southern Illinois University, September 12, 1970), p. 10. Italics added.

[20] Ibid., p. 24. Italics added.

[21] Minnesota CETA-Education Task Force, Planning Together: A Guide for CETA and Educational Program Planners, p. 3.

[22] Brower, Conserva, Vol. II, p. 61.

[23] Middle Cities Education Association, p. 165.

[24] Ibid., pp. 165-171.

[25] U. S. Conference of Mayors, p. v.

[26] Ibid.

[27] Ibid.

[28] Sultan, "An Executive Summary," p. 9.

[29] Ibid., p. 12.

[30] Lamar and Owens, p. viii.

[31] Ibid., pp. viii-ix.

Chapter II: Status of State and Local Coordination

[1] U. S. Conference of Mayors, CETA-Vocational Education Coordination: A Status Report (Washington, D.C.: U. S. Conference of Mayors, 1979), pp. 35-36.

[2] Ibid., p. 33.

[3] Ibid., p. 37.

[4] Ibid., p. 38.

[5] Ibid.

[6] Ibid., pp. 38-39.

[7] Ibid., p. 39.

[8] Ibid., p. 40.

[9] Ibid., pp. 45-46.

[10] Ibid., p. 49.

[11] Middle Cities Education Association, C. Robert Muth, Director, A Project to Describe and Evaluate the Impact of the 1976 VEAs Upon CETA-Post-Secondary Vocational Programs and Organizational Linkages with Emphasis on the Utilization of CETA Title I 5% Monies (Lansing, Mich.: Middle Cities Education Association, March, 1979), p. 31.

[12] Ibid.

[13] Ibid., p. 69.

[14] Ibid., p. 166.

[15] Ibid., pp. 166-167.

[16] National Association of State Boards of Education, CETA-Education Collaboration Issues in Three States, Volume I (Washington, D.C.: National Association of State Boards of Education, August, 1979), p. 1.

[17] Ibid., p. 11. Italics added.

[18] Sally M. Brower, Mechanisms for Vocational Education-CETA Coordination: A State of the Art Report, Volume II (Raleigh, N.C.: Conserva,

Inc., January, 1980), Appendix.

19 U. S. Conference of Mayors, p. 41.

20 Ibid., pp. 49-51.

21 Ibid., p. 54.

22 Ibid., p. 56.

Chapter III: Factors in Successful CETA/Vocational Education Planning and Service Delivery

1 Minnesota CETA-Education Task Force, Planning Together: A Guide for CETA and Education Program Planners (St. Paul, Minn.: Minnesota CETA-Education Task Force, part of the National Association of State Boards of Education study, August, 1979), p. 1. The discussion of the guide in this chapter is based on pages 1-10.

2 United States Conference of Mayors, CETA-Vocational Education Coordination: A Status Report (Washington, D.C.: U. S. Conference of Mayors, November, 1979), pp. 9-20.

3 Middle Cities Education Association, C. Robert Muth, Director, A Project to Describe and Evaluate the Impact of the 1976 VEAs Upon CETA-Post-Secondary Vocational Programs and Organizational Linkages with Emphasis on the Utilization of CETA Title I 5% Monies (Lansing, Mich.: Middle Cities Education Association, March, 1979), pp. 44-45.

4 Paul Sultan, "The Study of the Art of CETA/Education Linkages: The Viewpoint of Prime Sponsors and Program Agents," Volume I, CETA Linkages in Illinois (Edwardsville, Ill.: Southern Illinois University at Edwardsville, 1979), p. 80.

5 Ibid., Volume II, "The Viewpoint of Educators," pp. 23-24 and 100-101.

6 Carl F. Lamar and Devert J. Owens, A Study of CETA/Vocational Education Coordination, Cooperation, and Collaboration in Kentucky (Lexington, Ky.: University of Kentucky, Department of Vocational Education, June, 1980), p. 145.

[7] Ibid., pp. 225-226.

[8] U. S. Conference of Mayors, pp. 21-23.

[9] Middle Cities Education Association, pp. 48-60.

[10] Sally M. Brower, Mechanisms for Vocational Education-CETA Coordination: A State of the Art Report, Volume II (Raleigh, N.C.: Conserva, Inc., January, 1980), pp. 12-18.

[11] Minnesota CETA-Education Task Force, pp. 9-10.

[12] Sultan, Vol. I, p. 20.

[13] U. S. Conference of Mayors, p. 31.

[14] Ibid., p. 33.

HOW TO OBTAIN STUDIES SELECTED FOR REVIEW

The following information is included for the reader who wants to obtain a copy of the studies selected for review in this report:

I. CONSERVA REPORT

For a copy of the Conserva report, write:

Peggy McCauley
Conserva, Inc.
401 Oberlin Road
Suite 110-112
Raleigh, North Carolina 27605

Costs: Volume I $25.00
Volume II $15.00
Volume III $15.00

Quantities are limited.

II. KENTUCKY STUDY

The Lamar and Owens study of Kentucky linkages is free and can be obtained by writing:

Lou Perry
Bureau of Vocational Education
Kentucky State Department of Education
2139 Capital Plaza Tower
Frankfurt, Kentucky 40601

III. MIDDLE CITIES EDUCATION ASSOCIATION STUDY

The report reviewed in this synthesis is no longer available; it can, however, be obtained on microfilm through the ERIC system. The report was produced as part of a broad examination of employment and training, the products of which are:

Major report: A Design for the Delivery of Human Resource Services ($4.95)
Labor Market Supply: A Selected Bibliography ($3.23)
Preparation for Work in Michigan ($9.95, two volumes)
Preparation for Work in a Changing Economy ($3.95)

The entire set listed above may be purchased for $15.00, and the set or single copies may be obtained by writing:

Linda Currier
Proaction Institute
4321 Okemos Road
P. O. Box 304
Okemos, Michigan 48864

IV. NATIONAL ASSOCIATION OF STATE BOARD OF EDUCATION STUDY

Four of the volumes of the NASBE work may be obtained by writing:

Cathy Williams
National Association of State Boards of Education
526 Hall of the States
444 N. Capitol Street, N.W.
Washington, D.C. 20001

Costs of the NASBE publications are:

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V. ILLINOIS STUDY

For information about the Illinois project and the availability of summary reports, contact:

Dr. Paul Sultan
School of Business
Southern Illinois University-Edwardsville
Edwardsville, Illinois 62026

A loan copy is available, or the summary can be xeroxed at cost.

VI. U. S. CONFERENCE OF MAYORS STUDY

The Conference of Mayors study is out of print; however, a copy can be obtained by sending $5.00 to cover the cost of xeroxing and mailing the report on an individual basis. Please send requests to:

Mike Brown
Director, CETA/Vocatonal Education Program
U. S. Conference of Mayors
1620 Eye St., N.W.
Washington, D.C. 20006